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ABSTRACT

This report presents the findings and conclusions from the first phase of a two-phase study of education and work councils (community organizations of business leaders, school officials, and representatives of other institutions, formed to ease the transition of youths from school to work). The report describes the education and work councils funded by the Department of Labor's Office of Youth programs. It explains what the councils are, how they function, and the key variables which affect their growth and development. It also defines the collaborative process in which councils engage and explains how collaboration relates to council operations. Capsule descriptions of each of twelve functioning councils are given. The report concludes that work councils have been somewhat successful in getting established and beginning to function, and makes several recommendations for the future: (1) that council activities be better integrated with planning and implementing specific changes in the school-to-work transition: (2) that council members act as institutional representatives rather than as individuals only: (3) that council leadership effectiveness be assessed: and (4) that councils continually evaluate their goals and progress. (KC)

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Education and Work Councils:

PROGRESS AND PROBLEMS

Prepared for:
David Goodwin, Ph.D.
Project Officer
National Institute of Education
U.S. Department of Health,
Education and Welfare
1200 19th Street, N.W., 7th Floor
Washington, D.C. 20208

by
Audrey Prager,
Project Director
Judith Goldberg, Ph.D.,
Principal Investigator
Marcia Cohen
Peter Finn

with contributions by
Russell Williams
Kevin Bell

Prepared by:
Abt Associates Inc.
55 Wheeler Street
Cambridge, Mass. 02138

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Audrey Prager

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PREFACE

This report presents the findings and conclusions of the first phase of a study of education and work councils and the Work-Education Consortium project under which they are funded. Local councils are composed of representatives from business, education, labor, and other sectors. Their goal is to improve local youths' transition from school to work through collaboration between the sectors.

Most of the data for this report were collected during on-site visits to twelve (12) education and work councils, from December through April, 1979. An original version of this report was submitted in August, 1979. This report revises the originally submitted edition. No new data collection was involved in this revision, hence, references to the councils are current as of approximately April, 1979.

This report will be followed in Phase II by a set of four case studies, to be submitted in August, 1980, which document the progress of four councils. A policy paper which investigates the role of a variety of local councils which seek to affect youth transition service delivery in these four communities will also be submitted, along with a brief researcher's paper describing the methodological issues encountered in conducting this research.

ACKNOWLEDGEMENTS

We would like to thank the many individuals who assisted us in conducting this research. Our co-authors, Marcia Cohen and Peter Finn, conducted field visits and developed the basis for two chapters of this report. Russell Williams provided extremely valuable editorial suggestions, while Kevin Bell helped us assimilate reviewers' comments on the first edition of this report. Helpful review was provided by John Strange, Jim Stanton, Eleanor Farrar, Ray Rist, and members of our advisory panel. Ernst Stromsdorfer and Robert Jerrett provided corporate technical and management review for this project, respectively. Finally, Andrée Powell, aided by the Abt Associates Inc. typing center, provided steadfast production assistance in the face of innumerable obstacles. To these Abt Associates staff and outside consultants, we owe great thanks.

Of critical importance to the successful conduct of this effort has been the cooperation of the federal inter-agency task force on education and work (Evelyn Ganzglass and Justine Rodriguez) and of the three federal intermediaries involved in the Work-Education Consortium project, the National Manpower Institute (NMI), the American Association of Community and Junior Colleges (AACJC) and the National Alliance of Business. We would like to give special thanks to Rich Ungerer (NMI) and James Mahoney (AACJC) for always presenting other perspectives from which to view the progress and problems of education and work councils. As our project officer, David Goodwin of the National Institute of Education supplied the most critical feedback of all. His keen interest in producing a well written, well organized, and cohesive report was both the stimulus and the standard by which we measured the results of our work.

This acknowledgement cannot be complete without reference to the twelve education and work councils' staffs and members who gave their time to us and who give their time regularly and enthusiastically towards the achievement of improved youth transition. We sincerely hope that we have presented their experiences accurately and that we have synthesized from them some learning which can benefit these and other local education and work councils.

Audrey G. Prager, Project Director
Judith F. Goldberg, Principal Investigator
March, 1980

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1.0 INTRODUCTION

This report presents the findings and conclusions from the first phase of a two-phase study of education and work councils. The study, begun in July, 1978, is intended "to examine the role and effectiveness of council activities that attempt to improve the transition of youth from school to work."[1] Under investigation are a group of education and work councils funded by the Department of Labor's Office of Youth Programs in April, 1977.

The objectives of this two-phase study are:

- to present a clear picture of what councils are, how they function, and the key variables which affect their growth and development;
- to define the collaborative process that councils engage in, and explain how collaboration relates to council operations; and
- to describe how collaboration and council operations relate to institutional change, and how these three factors in turn improve youth transition, which is the long-term goal of education and work councils.

This Phase I report focuses on the first two of these objectives. It describes councils and the forces which affected them at a time when councils had been in existence for 18 months to two years. It explains what the councils accomplished and suggests some challenges facing them in their early stages of development. As such, this report is primarily intended for council staff and members, as well as individuals in communities who are considering forming or joining an education and work council.[2]

1.1 The Education and Work Council Concept

As outlined in The Boundless Resource, the book which first developed the concept, the education and work council was to be a "new institution that would take the transition from youth to adulthood, from education to work, as its particular responsibility."[3] The council was to "...(rely) essentially on local community initiatives...(and) facilitate the transition of the younger members of the community between institutionalized education and whatever is to follow it, although without commitment to the one-way order of experience this suggests."[4] Actually, the education and work council was not conceived exclusively to serve youth, although growing concern over youth unemployment caused federal officials to urge that the first demonstration of education and work councils focus on youth transition problems.

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[1] Request-for-proposal NIE-R-78-0007, p.l.

[2] A separate paper focuses on the policy issues involved in the federal funding and support of education and work councils.

Council functions were to include "both the rendering of services directly to youth and the 'brokering' of functions of established institutions--particularly schools, employing enterprises, labor unions, employment agencies, and families."[5] Council representation was to include all these institutions and target groups, in an attempt to foster "collaborative processes" at the local level. The authors of the council concept were mindful of the divergent self-interests involved, particularly as represented by the business and education sectors, but they were also confident that collaboration and institutional change could occur, given time. They prescribed a five-year period in which to allow the concept to prove itself.

1.2 The Work-Education Consortium Project

The councils that are discussed in this report are part of the Work-Education Consortium project. This project consists of 32 local education and work councils and three non-profit, private "intermediary" organizations, the National Manpower Institute (NMI), the American Association of Community and Junior Colleges (AACJC) and the National Alliance of Business (NAB).

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[3] Willard Wirtz and the National Manpower Institute, The Boundless Resource: A Prospectus for an Education /Work Policy, Part I: Youth, Chapter 4, "New Means" (Washington, D.C.: The New Republic Book Company, 1975), p.66.

[4] Ibid, p.65.

[5] Ibid, p.65.

The history of the Work-Education Consortium project dates back to President Gerald Ford's 1974 Ohio State University Commencement address on the subject of bridging the gap between the worlds of work and education. In his address, President Ford called for the establishment of a federal inter-agency task force consisting of representatives of the Departments of Labor (DOL), Commerce (DOC), and Health, Education, and Welfare (DHEW) to develop new approaches that could be taken by the federal government towards bridging the gap between education and work. Members of the federal government were also influenced by the work of the National Manpower Institute, led by a former DOL Secretary, Willard Wirtz. In August, 1975, Willard Wirtz and the staff of the National Manpower Institute published The Boundless Resource, the book which first developed the concept of a local community council to address school to work transition issues. The inter-agency task force and NMI staff then designed the Work-Education Consortium project to demonstrate the concept of local education and work councils.

As the developer of the education and work council concept, NMI was the first organization involved in the project. In March, 1976, DOL gave NMI a contract to identify communities that demonstrated some degree of collaboration between the various sectors that are responsible for or have a stake in youth's transition from school to work. NMI canvassed 300 communities, visited 50, and in April, 1977, selected 21 for participation in the Consortium project and receipt of $50,000 seed money funding. In most cases, this money went to a local non-profit organization, a college, or a local government agency in cooperation with one of the above, for the purpose of establishing an education and work council. If an education and work council was already established and incorporated in a community, the funding went directly to the council.

AACJC entered into a contract with DOL in October, 1976. It began its selection process in December by announcing the availability of a Request for Proposal (RFP) to establish an education and work council. Copies of the RFP were sent to over 300 interested community and junior colleges represented by or affiliated with AACJC. The RFP described the education and work council concept according to the vision contained in The Boundless Resource.

Of 37 completed applications received, seven colleges were selected to receive the seed money funding.[6] The criteria for selection included the lack of effective cooperative efforts underway to establish community education and work councils or similar mechanisms, strong commitment by the college to give leadership to developing such a council with broad community participation, and other considerations such as geographical distribution, type (rural, urban, suburban, etc.) and size of institution.

The National Alliance of Business became involved at about the same time as AACJC. DOL asked NAB to reallocate some of its existing DOL funding to support the establishment of education and work councils in five cities served by NAB "metro" offices. Each of these five offices received $25,000 to sponsor an education and work council. The money went to those NAB metro offices that were felt to have the greatest level of youth transition activities already on-going. The funds were to cover the hiring of executive directors to work with existing or newly formed councils.

Thus, the Consortium project came to consist of 32 councils which were given seed money ranging from $25,000 to $50,000 per year to support a small staff and organize a local constituency including representatives of local education institutions, businesses, government, labor, community organizations, and other groups. The Consortium project is continuing at this time with NMI as the sole intermediary. Eighteen councils received $20,000-$27,500 each for a third year of operations through March, 1980. Nine additional councils received $2,000 each for continued "networking". Of the five remaining councils, some ceased to exist and some continue to operate without any Consortium funds. Many of the councils funded by the Work-Education Consortium project recently agreed to incorporate as a group, calling themselves the National Work-Education Consortium.

The project design had two notable features--local determination and local independence of any one institution. There was no federal design for councils. Their agendas were to be locally determined by their members. This feature derived from previous experience with federally designed programs, and reflected the shift, in the early 70s, to revenue sharing and local decision-making in a number of spheres of federal activity, including education and employment programming. A second feature of councils was their status as independent decision-making bodies. Unlike other local councils such as CETA planning councils or advisory councils on vocational education which advise particular institutions or programs, education and work councils were designed to operate as independent community organizations which could influence not one but many public and private institutions to improve local transition services. Education and work councils were to conduct their own activities with their own staff, and ultimately, their own financial resources.

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[6] One of these seven subsequently dropped out of the project.

1.3 The Abt Associate Study

In July, 1978, the National Institute of Education (NIE) of the Department of Health Education and Welfare, commissioned Abt Associates,Inc. to study the councils in the Work-Education Consortium project. The first step in Phase I was to assemble an advisory panel and conduct a series of interviews with key officials involved in the project, including representatives of the three intermediary organizations and of the federal interagency task force. Abt staff then selected sites for in-depth study. An interest in variety across the following four criteria guided the Phase I site selection process: service area (rural, small city, large city, other); existence of other youth transition programs in the area; history of council in the community; and federal intermediary sponsor of council (National Manpower Institute, American Association of Community and Junior Colleges or National Alliance of Business). A fifth criterion, the type of council approach, was also considered, such that some of the selected councils sought collaboration primarily through the sponsorship of activities and others sought collaboration primarily by acting as facilitators. After review of written reports and consultation with council and intermediary representatives, 12 sites were chosen for study.

The Phase I field investigation began in December, 1978, but most of the councils were visited in March and April, 1979. An average of 20 interviews were conducted with council staff and a majority of council members, both active and less active, at each site. Council meetings were also observed during these visits. Figure 1-1 lists the 12 councils which were selected and gives a capsule description of each.[7]

1.4 A Guide to this Report

The succeeding chapters of this report describe the early development of education and work councils and the factors that have affected council development. Chapter 2 analyzes the process of council formation, including the planning of goals and activities. Chapter 3 investigates the council operations or activities that have flowed from the process of council formation, and in some cases, been part of it. Chapter 4 describes some of the external forces that have affected council development so far, and which are likely to have greater effect as councils become accepted community institutions. Chapter 5 analyzes the progress of the collaborative process and begins to identify different dimensions along which to measure success in achieving community collaboration. Recommendations are noted where applicable although the major themes and recommendations are summarized in Chapter 6.0.

It should be emphasized that the information collected on councils and discussed in this report represents a "snapshot" of a constantly evolving set of phenomena, taken at a time when councils had been operating for between 18 months and two years. Future reports will document the case histories of four education and work councils, and investigate the role of local councils (not limited to local education and work councils) in the provision of local youth transition services.

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[7] Lengthier descriptions of these councils are not provided here, because it is assumed that the reader is familiar with the concept and operations of education and work councils. Readers desiring more information about the activities of these councils should contact the National Manpower Institute.

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FIGURE 1-1

CAPSULE DESCRIPTIONS OF THE TWELVE COUNCILS IN THE ABT ASSOCIATES STUDY

1. Worcester, Mass.: Organized by business and education leaders in 1974, the Worcester Career Education Consortium received NMI funding in addition to local, state and federal grants. Its major activity has been the operation of a clearinghouse of field experience opportunities for high school students.

2. Jamestown, N.Y.: Existing since 1972, the Jamestown Area Labor Management Committee was funded by NMI in an attempt to learn whether an existing council, with goals to train and educate adult workers, could also be an education and work council and include youth transition from school to work as a goal.

3. Philadelphia, Pa.: Since its separation from the Advisory Council on Career Education of which it was originally a sub-committee, the Education to Work Council of Philadelphia has focused on working with program operators and agency administrators rather than youth themselves. The council has facilitated the acquisition of program grants by a number of community agencies.

4. Livonia, Mich.: The local public schools and Chamber of Commerce formed the Work/Education Council of Southeastern Michigan, Inc. in 1974. It has adopted a brokering mode of operation, and recently expanded its service area from Livonia to all of Wayne County in an attempt to become eligible for CETA funds.

5. Lexington, Ky.: The Lexington Education Work Council was formed under the impetus of the Work-Education Consortium. Formerly under the chairmanship of the Mayor of Lexington, the council has operated a job referral center for youth. The council has sought public awareness of youth transition issues by sending out a regular newsletter to a large local mailing list.

6. Puget Sound, Wash.: An advisory group to Private Sector Initiatives, Inc., a non-profit business-based organization concerned with adult unemployment, the Puget Sound Work Education Council has served as a brokering agent for youth transition programs. It helped initiate a replication of a successful youth employment center and it cosponsored workshops for guidance counselors under two different programs.

7. Mesa, Ariz.: The Mesa Work-Education Committee, also known as Project Transition, is part of the Mesa Community Council, a non-profit agency which oversees and evaluates community programs. The committee has tried to build upon other efforts of this affluent, civic-minded community, such as the school system's comprehensive career education program, by improving community awareness of youth transition problems.

FIGURE 1-1 (Continued)

CAPSULE DESCRIPTIONS OF THE TWELVE COUNCILS IN THE ABT ASSOCIATES STUDY

8. Sioux Falls, S.D.: CENCOAD, Inc., a college-affiliated community development agency, is the fiscal agent for the Sioux Falls Area Community Education-Work Council. The council has been concerned chiefly with the lack of transition activities and opportunities for part-time work in the small farming communities outside the city.

9. Bayamon, Puerto Rico: Operating in a political environment that is constantly changing and highly centralized, and in a cultural environment that favors higher education for all Puerto Rican youngsters, the Consejo de Educacion y Trabajo de la Comunidad has attempted to gain broad community participation in addressing problems related to the availability of career information and the relevance of postsecondary education to Puerto Rico's future job needs.

10. St. Albans, Vt.: Established under the auspices of the Community College of Vermont, the Community Education-Work Council of Northwestern Vermont has become an independent organization. In a rural, economically depressed area, the council has focused its concerns on local economic development.

11. Santa Barbara, Calif.: The Santa Barbara Community Career Development Council is a small group of chief executive officers of business and education which has adopted a number of successful strategies for improving career education in schools. The council helped the county schools obtain a $260,000 grant from Youthwork, Inc. to give high school students career counseling and on-the-job training in local industry.

12. Bridgeport, Conn.: Originally funded under the Business Education Liaison (BEL) program of NAB, the Bridgeport Work Council has received CETA support to continue sponsoring seven programs, each of which was developed by either NAB or the Bridgeport Chamber of Commerce. The programs are aimed at educators and inner-city disadvantaged youth.

2.0 COUNCIL FORMATION

The purpose of this chapter is to explain how education and work councils are formed and to describe the challenges that face councils in this first stage of development. This chapter describes four key elements of the formative process: the development of goals and objectives; the development of council structure (the staff, the members, the leadership, the procedures for meeting and making decisions, and the relationship with the parent organization); the development of organizational relationships; and the generation of alternative funding sources.

2.1 An Overview of the Results of Council Formation

The results of council formation vary across councils. Goal statements most consistently focus on youth. Local education and work councils employ one to three staff persons, although councils sponsored by local parent organizations and councils that existed prior to the Consortium project may have larger staffs. The executive director is the key staff person, and he or she usually has a background in the educational sector. Council membership includes representation from education, business, labor and government. Education and business members are most active, although labor and community organizations are active on a few councils which represent these sectors in greater numbers. The chairperson typically comes from business. Occasionally, he or she is a prominent public official. Members meet at least quarterly and usually monthly, and most councils have executive committees and task groups that meet more frequently than the whole council. Decision-making styles include both centralized and decentralized models, although the conditions contributing to each vary from council to council. Voting is usually conducted openly and informally, by consensus.

The challenges of council formation also vary across councils, but some patterns are noticeable. Establishing goals and objectives is difficult and time-consuming and sometimes frustrates the business representatives of councils who are eager to get on with specific activities. Councils have difficulty maintaining the representation of youth, and parents and representatives of labor are infrequently active in either the formation or operations of education and work councils. Moreover, most councils have faced some opposition from existing community programs and institutions, although councils' success in generating additional funding has helped to give them more time to establish themselves as community institutions.

The major processes and structural features of council formation are discussed in this chapter. To illustrate our findings and our discussion of the challenges facing councils in this stage of development, examples are taken from the experiences of the 12 councils visited as part of the first phase of this study.

2.2 Council Goals and Objectives

With the exception of the Jamestown Council which serves working adults, the Consortium councils' goals reflect the premise that they exist to improve youth transition. The target geographical areas are specified in terms of natural boundaries--a city, a group of counties or a metropolitan area. Councils have not developed measurable objectives; rather, their goal statements discuss process and areas of activity. A summary of the goals and population target groups listed in council goal statements[1] is presented in Figure 2-1.

2.2.1 Council Target Groups

Target groups fall into four categories: youth, adults, youth and adults, or youth service agencies. Councils that specify youth as a primary target often do not clearly identify their target beyond that, although it is apparent from speaking to council staff and members that their main concern is with high school youth. Implicit in most councils' focus on youth is the provision of service to those who work with youth, primarily teachers and guidance counselors and some youth service agencies. Business is generally not accorded the same status as a "youth-serving" group.

Only one site specified inner-city disadvantaged youth as a target group. Bridgeport's high school population is 60% minority; thus

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[1] Where explicit, updated goal statements were not available, we derived this information from discussions with staff and membership.

FIGURE 2-1

COUNCIL GOALS AND TARGET GROUPS

COUNCIL	TARGET GROUP	GOALS
NAB		
Santa Barbara	Youth (15+)	1) To orient secondary school students to the world of work 2) To put together a comprehensive listing of and description of career education and occupational training opportunities 3) To insure that youth, 15 years and over, receive the basic academic training necessary to participate successfully in an occupation 4) To make it possible for all high school students to explore at least one job in an occupational cluster of their choice while still in school
Bridgeport	Innercity disadvantaged youth and educators	1) To solve the problem of youth unemployment by providing students with career counseling and information, summer job experience, and relevant job skills 2) To educate guidance counselors, principals and teachers as to careers in the area
AACJC		
Bayamon	Youth and youth counselors	1) To improve occupational counseling in schools 2) To determine the employment requirements in the banking and retail sectors 3) To establish employment requirements in the banking and retail sectors and the schools 4) To provide youth with better information about world of work
St. Albans	Youth and community-at-large	1) To develop collaboration in the community and facilitate communication among various sectors 2) To access sources of funding which can benefit Franklin County
NMI		
Livonia	Youth and adults	1) To develop, support and coordinate programs to facilitate youth transition 2) To develop and coordinate community resources to maintain and improve career education opportunities for youth and adults 3) To assist in evaluations of vocational and career education programs
Philadelphia	Community and government organizations that serve youth	1) To encourage collaboration among sectors in the dissemination of information on jobs, careers and work opportunities for youth 2) To assist youth employment agencies to secure funding and improve program offerings 3) To identify barriers to transition and seek to reduce them 4) To examine and support innovative projects 5) To provide information exchange for youth employment agencies
Puget Sound	Youth	1) To expose counselors and teachers to the business and industry world 2) To increase youth's understanding of the world of work and how the local economy works 3) To integrate work and service experience with education 4) To build collaborative networks among diverse community sectors
Worcester	High school students	1) To recommend and coordinate the implementation of programs to help students in transition 2) To provide awareness of career opportunities to all students 3) To improve career guidance 4) To develop curricula 5) To provide collaborative use of school facilities 6) To identify and incorporate the successes of collaboration in other cities 7) To promote an educational master planning effort 8) To identify and apply for related private grants
Sioux Falls	Students	1) To be a catalyst for program design and policy recommendations, involving both program facilitation and policy analysis
Lexington	Youth	1) To identify methods of overcoming barriers to youth transition 2) To develop projects and activities related to youth transition 3) To cultivate and develop existing resources and activities 4) To establish a youth policy 5) To address issues related to the interactions of education and work for all individuals
Mesa	Youth (16+)	1) To act as a catalyst in coordinating resources for youth in order to facilitate utilization of services by youth in transition 2) To involve the community in planning and implementing transition programs 3) To involve youth in identifying issues and developing solutions to transition problems 4) To increase youth awareness of transition problems 5) To act as an open forum for youth service agencies 6) To facilitate channels of communication and collaborative efforts
Jamestown	In-plant workers	1) To form labor-management councils in industrial plants 2) To develop adult skills training programs

disadvantaged youth are a particularly appropriate choice of target group for this council. Moreover, specification of service to a disadvantaged subgroup of youth caused dissension in some councils. For example, some business representatives of the Mesa council sought to have it focus on finding jobs for drop-outs from Mesa's high schools and college drop-outs who returned to Mesa looking for work. The council's educators did not see this job-finding role as appropriate to the "process" orientation advocated by NMI or to their professional concerns for all youth. As a result, the council never clearly identified drop-outs as a target group.

One council includes both youth and adults as its target groups. Livonia has coordinated community career education resources for both these groups. The Puget Sound council is beginning to move in this direction. The Philadelphia council serves primarily the community organizations and government agencies that serve youth, a focus which seems appropriate in view of this large city's complex delivery system. Jamestown is the only council that focuses specifically on adults. The Jamestown council predates the Work-Education Consortium project, and it simply continued with its previous goals of adult training, adding only the development of inplant training programs to its agenda.

2.2.2 Types of Goals

The goals of the Consortium councils can be summarized according to the types of issues mentioned in their goal statements. Figure 2-2 summarizes these issues. Excluded from this summary are goals that were mentioned only once, such as Livonia's objective to evaluate vocational and career education programs and St. Albans' concern with establishing linkages with economic development organizations.

Six councils, five of which are NMI-sponsored, list collaboration as one of their goals. Eight councils list facilitation among their goals, perhaps a reflection of a broadly-shared understanding of their role as catalytic agents. Frequently included in goal statements is a reference to improving career education by exposing students and counselors to the world of work. This type of reference appears among the goals of seven

FIGURE 2-2

ISSUES MENTIONED IN COUNCIL GOAL STATEMENTS

COUNCIL	COLLABORATION	FACILITATION	INFORMATION CLEARINGHOUSE	POLICY DEVELOPMENT	WORLD OF WORK TRAINING	CURRICULUM DEVELOPMENT	COMMUNITY AWARENESS	NEEDS IDENTIFICATION	JOB PROVISION
NAB									
Santa Barbara		X	X		X				X
Bridgeport					X				X
AACJC									
Bayamon		X			X		X	X	
St. Albans	X	X							
NAI									
Livonia	X	X			X				
Philadelphia	X		X				X	X	
Puget Sound	X				X				
Worcester	X	X			X	X	X		
Sioux Falls		X		X					
Lexington		X		X			X	X	
Mesa	X	X	X				X	X	
Jamestown					X	X			

councils. Community awareness, needs identification and information clearinghouse are the next most frequently cited goals or activity areas. Only two councils mention a policy role. Institutional change is not an explicit goal of councils, although it is implicit in the activities of one or two councils.

Councils' choice of goals reflects the influence of their intermediaries, particularly for NMI and NAB-sponsored councils. The Boundless Resource and NMI staff focused on a "process" orientation--"collaboration"-- and suggested that councils conduct activities like needs identification, information exchange and community awareness, all of which are mentioned most frequently by NMI-sponsored councils. On the other hand, a "project" orientation is adopted by NAB-sponsored councils. The provision of jobs or work experience is an explicit goal of the councils sponsored by NAB, an organization which has as its main activity job placement in the private sector.

2.2.3 Goal Conflict

The lack of goal specificity, the focus of attention on relatively non-controversial goals such as the provision of youth and youth-server exposure to the world of work, and the lack of any explicit reference to the goal of institutional change may suggest that goal development was not easy for most councils.

Virtually all of the councils experienced some degree of goal conflict as part of the goal evolution process. In some councils, goal conflict did not surface overtly. In the others, goal conflict did surface and was either successfully or unsuccessfully handled. The principal indicator of unresolved conflict was turnover among previously active council members and sometimes among staff. Where conflict was unsuccessfully handled, the principal short-term outcome was to delay the council's natural evolutionary process. Successful goal conflict resolution seemed to require leadership capable of this difficult task.

Goal conflict occurred for a variety of reasons, but most critical were the legitimate differences in perception of community needs and the lack of equal involvement on the part of all council members in the process of goal determination. The goal conflict that occurred on the Philadelphia Work Education council reflects the fact that each member perceives community needs from a different vantage point. As a representative of an organization, each of these individuals must advocate and rally support for his or her organization and its approach to the youth transition problem. The positive aspect of the conflict here is that it is out in the open and all members are aware of it.

Lack of equal member involvement in goal determination may also lead to goal conflict. The lack of uniform involvement of council members may reflect staff dominance in the goal-setting process, the dominance of one particular sector, or the dominance of the council's parent body or historical affiliate. As in the case of the Lexington council, goal conflict may also reflect the natural growth of council membership. When new members are admitted to the council, a certain degree of goal conflict and redefinition of goals may be necessary.

2.2.4 The Process of Goal Development

The councils can be characterized by three modes of goal development:

- Adaptation or use of goals inherited from a parent body;
- Goals developed early, independent of a parent body and remaining relatively unchanged; and
- Goals still being developed.

Most councils that existed before the Work-Education Consortium or broke off from a larger parent body inherited their goals from these earlier organizations. The Puget Sound council is an advisory arm of Private Sector Initiatives, Inc. (PSI). The council accepted PSI goals, including its decision to broaden the service area of the council from Seattle to the Puget Sound region. Likewise, the goals that Bridgeport inherited from the Bridgeport NAB metro office and the Chamber of Commerce Education Subcommittee went unchanged. Livonia and Philadelphia inherited goals from their predecessor affiliates, the Livonia Public Schools and Chamber of Commerce and the Philadelphia Public Schools Advisory Council on Career Education, but in both cases former goals were adapted to meet new perceived needs. The policy oriented goals of the Sioux Falls council were developed in response to the needs assessment activity of its parent organization. Finally, Jamestown continued the focus of the labor-management council as previously formed, broadening it to include skills training to receive NMI funding.

Goals developed without parent organization input

At least three councils had no starting point for goal development ment and took longer than the above-mentioned councils in developing goals. The Mesa Work Education Committee agreed on a tentative set of goals at its third meeting, but only six members comprised the Committee at that time. Two meetings later the Committee expanded to ten members. A new goals statement was called for but one was never produced, and the Committee staff basically operated from the earlier goals statement. The Bayamon council spent its initial seven months conducting a needs assessment which resulted in a set of objectives and activities that have not changed since. The Santa Barbara council also developed its goals relatively independently of its parent organization, NAB. The process took six months and the members remain satisfied with their efforts.

Goals still developing

The Lexington council set priorities for areas of concern during their first six months and later identified projects to address these areas of concern. However, they have since started new needs identification processes and have a "Committee on New Directions" reidentifying goals. The St. Albans council had not coalesced as a group at the time of our site visit, so its goals were also still developing.

The process by which goals and goal conflict have evolved in the Work-Education Consortium project contributes substantially to the councils' early development and future influence in the community. The length of time taken in the process per se seems to be less important than the uniform involvement of the membership and the constructive guidance of council leadership. The parent organization or historical affiliate can provide a useful starting point for the development of goals, but strict allegiance to these goals can also impede prospects for changing the status quo. As a corollary, councils which start with a set of agreed upon goals and therefore avoid conflict miss the opportunity to surface issues which may require community-wide confrontation.

2.3 Council Structure

In the previous discussion of goal evolution, it became clear that the goals that emerged represented only an outer shell in which was cloaked other circumstances, events and personalities. We noted, for example, that some councils were influenced in their selection of goals by a parent organization. We noted that members representing different interests had legitimate sources of goal conflict. We also alluded to, but did not detail, the role of goal conflict in producing turnover. For example, we did not elaborate on "who" quits or "who" they are replaced with. Patterns were found in both these areas. We also mentioned the critical role that council leadership plays in the resolution of goal conflict. A second key element of the formative process for most education and work councils is, therefore, the development of council structure. In this section we describe the critical aspects of council structure, including relationship to local intermediary, membership, staff, and leadership and decision-making.

2.3.1 The Local Intermediary

While councils received limited assistance in the development of goals and activities, they received considerable guidance concerning the structural aspects of council development. NMI staff, for example, placed particular emphasis on the importance of local education and work councils becoming incorporated and thus independent of their parent organizations.

All 12 education and work councils were or are linked to local intermediaries. Three councils developed these affiliations prior to their entry into the Work-Education Consortium project. The Jamestown council, established in 1972, was formed by labor, management and municipal government constituencies for the purpose of forming labor management councils in local industries. The Livonia council, established in 1974 and incorporated in 1977, was formed by representatives from the Livonia Public Schools and Chamber of Commerce. The Worcester council was founded by the Worcester Chamber of Commerce and became incorporated in 1974. The Worcester and Livonia councils operate independently and are incorporated.

Six of the education and work councils funded initially by the Consortium are dependent on a local organization in some respect. The organizations playing this local intermediary role include the NAB metro in Santa Barbara, the Chamber of Commerce in Bridgeport, Private Sector Initiatives, Inc. (PSI) in Puget Sound, the Center for Community Organization and Area Development, Inc. (CENCOAD) in Sioux Falls, the Mesa Community Council (MCC) in Mesa, and the Interamerican University in Bayamon. At a minimum, these organizations are the fiscal agents for the councils. In 1977, when the councils were first funded, two more had local auspices. The Philadelphia council was a subcommittee of that city's advisory council on career education, and the St. Albans council was sponsored by the Community College of Vermont. The Philadelphia council became independent in 1978 to achieve neutrality among local youth service providers, and the St. Albans council became independent, also in 1978, to pursue its own goals of improved youth transition independent of the community college. Only two of the education and work councils are structural subunits of a larger group. The Puget Sound council is an advisory arm of Private Sector Initiatives, Inc. and the Mesa council is one of about 20 committees that make up the Mesa Community Council. Figure 2-3 summarizes council relationships to their local intermediaries.

Even though not all the education and work councils we visited operated under local sponsors, all had local organizational homes that affected them to different degrees. For some, like the Lexington council, the home in the administration building of the Lexington Public Schools is simply an address. For others like Santa Barbara and Mesa, the home is more than an address. Some influence is felt from the parent organization, although

FIGURE 2-3

COUNCIL RELATIONSHIPS TO LOCAL AUSPICES

COUNCIL	LOCAL INTERMEDIARIES	NATURE OF RELATIONSHIP
NAB		
Santa Barbara	NAB Metro	Fiscal agent; overlapping boards.
Bridgeport	Bridgeport Chamber of Commerce	Fiscal agent; overlapping boards with Chamber and NAB Metro; NAB was previous fiscal agent but auspices changed to enable receipt of CETA funds; no staff sharing; share location.
AACJC		
Bayamon	Interamerican University	Fiscal agent; share space.
St. Albans	None	Originally sponsored by the Community College of Vermont; CCV was fiscal agent; shared staff. Still share office space.
NMI		
Livonia	None	Established in 1974 in its present form.
Philadelphia	None	Originated as part of the Advisory Council on Career Education.
Puget Sound	Private Sector Initiatives, Inc.	Share staff and location; council is an advisory arm of PSI and all council activities are subject to PSI approval; no fiscal relationship.
Worcester	None	Established by the Worcester Chamber of Commerce.
Sioux Falls	CENCOAD, Inc.	Fiscal agent; share staff; share location.
Lexington	None	Initiated through personal relationship between University professor and NMI senior staff.
Mesa	Mesa Community Council	Fiscal agent; technical assistance and direction provided by MCC Executive Director; Council represents the "youth transition" committee of the MCC; share secretarial staff; one administrative staff is on loan from MCC; share location.
Jamestown	None	Established in 1972; broadened focus to accommodate consortium funds.

these councils are free to evolve as they see fit. For other councils like Puget Sound, Sioux Falls or Bridgeport, their home is a central influence in their existence. The Bridgeport council basically supports the on-going activities of the National Alliance of Business metro office, except that the addition of one staff member has allowed the expansion of these activities. In Puget Sound and Sioux Falls, the council executive directors have come from the staff or board of directors of their parent organizations, and have brought with them that organization's philosophy or concepts of what needs to be done in the area of youth transition. The remaining councils relate to their organizational homes in unique ways. Philadelphia is independent of Rohm and Haas (a multimillion dollar chemical company), but its location at the Rohm and Haas executive offices lends the council considerable credibility in the community. The Bayamon council enjoys similar legitimacy from its affiliation with the Interamerican University.

NMI encouraged its councils to become independent of their parent bodies and to incorporate, but the evidence suggests that parent bodies are not necessarily a negative influence and that incorporation does not guarantee success. Four councils--Worcester, Livonia, Philadelphia and St. Albans--became incorporated. This tactic proved appropriate for councils like St. Albans, whose formation was thwarted by its local intermediary. Incorporation may have helped the other education and work councils that decided upon it as well, although here the effect is confounded with that of the receipt of Consortium funding. These funds allowed the Livonia and Philadelphia councils to hire full-time executive directors, a factor which may have been more important to the early growth of these councils than incorporation. For other councils, like Bayamon, the suggestion to incorporate might have been premature. Bayamon council members and staff believed that the council's link to the Interamerican University legitimized it in the eyes of the community. Incorporation, they believed, might be more suitable at a later date when the council had achieved legitimacy on its own.

In conclusion, local intermediaries can play a variety of roles with respect to local councils. Separation from a local intermediary by incorporation can play an important symbolic role in the early development of an education and work council, but other factors such as the development of independent leadership from membership and staff, may play an even more crucial role.

2.3.2 Council Membership

Much of the literature surrounding education and work councils, and much of the informal guidance provided by the NMI and AACJC intermediaries, stressed the value of broad, active council membership. In analyzing councils' achievement of this, several factors were found to be important, including the process of membership designation and members' motivations for joining the council. As a council begins to grow, other factors affect the broad, active involvement of membership, such as the relationship between the membership and staff. Each of these factors is discussed in Sections 2.3.3 and 2.3.4, while this section discusses the features of education and work council membership noted above.

Designation

Council origins, and in turn the selection of membership, vary across intermediary auspices. AACJC colleges were asked to submit proposals. The successful colleges in turn hired council executive directors, who invited members to join. NAB did not engage in a proposal process. The national organization selected five metro offices to receive approximately $25,000 each to hire council executive directors, or Business-Education Liason (BEL) Directors, as they were called. Each of these metro offices then organized a council, the members of which were usually individuals who had been involved with NAB programs previously. As in the case of AACJC, council formation and selection of the executive director were independent of each other.

The NMI councils exhibited more variety in their development. In some cases the executive director initiated the idea for the council and chose the membership. In other cases, a small group of community leaders provided the initiative, and involved other community leaders and organizations in the education and work council concept prior to hiring an executive director. Sometimes the executive director and an executive committee constituted the initiators of the concept, and they jointly selected the larger membership. The Sioux Falls council is unique in that its executive director asked community leaders to nominate members.

Council executive directors and initial members did not have a strategy for attracting membership, although some guidance from the intermediaries was given. Their approach was informal. They contacted people they knew who were in the appropriate sectors or who were active in issues like youth transition. Failing that, they relied on individuals in the appropriate sectors who were hard workers or known volunteers. Council initiators tried to attract high-level representatives, and their success was related to their own status. If their status was not perceived as sufficient to induce the participation of a high-level official, responsibility for council attendance was delegated to a subordinate. Another technique was for council initiators to invite others in their own sector to join them as members.

Size

Because of the different approaches to council formation and membership selection, and the different orientations of the "selectors," no two councils are identical in their size, sectoral representation, or structure. Official council rosters list from 11 to 41 members. The NAB-sponsored councils are the smallest, with 11 and 12 members each. The AACJC-sponsored councils are the largest, averaging 37 members each. Consistent with the efficient, small group style reflected in councils selected by NAB is one exceptionally small NMI-sponsored council. The Labor-Management Committee in Jamestown, with an all labor and business membership, has only 13 members.

Sectoral Representation

Except for the Jamestown Labor-Management Committee which did not alter its bi-sectoral structure upon receipt of DOL funding, and the Bridgeport Work Council, all education and work councils attempted to gain broad sectoral representation. Figure 2-4 identifies sectoral involvement on the councils.

In general, councils include representation from at least four sectors: education, business, government and labor. Among these, the education sector is the most active in terms of attendance at meetings and participation in activities. The business sector is active in its acceptance of leadership roles. The representation of labor is often a formality; while nine councils have a labor representative, only three achieve active labor participation. Youth and the public-at-large are represented on a few councils, but are not actively involved. Council leadership is generally sympathetic to youth involvement but unsure of how to sustain it. One or two councils also sought and achieved media involvement in their activities, but media people are not generally council members. Most councils include a representative of the local CETA agency, but this individual is actively involved in council activities in only a few cases.

Findings on sectoral representation and active involvement on education and work councils support some hypotheses and not others. For example, we expected to find educators constituting a larger percentage of council members on AACJC councils than on NMI councils. Among the councils we visited, this expectation was not borne out. On the other hand, business membership as a proportion of total membership is highest on the Jamestown and NAB councils, as was expected. We also found that in councils where business is very active and assumes leadership roles, private sources of support for council activities are more frequently and more successfully sought. Jamestown, Bridgeport and Puget Sound, all councils with a private sector image, are three of the four such councils that have received funds from industry exclusive of in-kind contributions. (See Section 2.5 for a

FIGURE 2-4

INVOLVEMENT OF SECTORS ON EDUCATION AND WORK COUNCILS

Major Sectors	# Councils with Sector Represented	# Councils with Sector Active
Business	12	7
Labor	9	3
Education	11	11
Government	9	7
CBOs	4	4
Youth	3	0
Public-at-Large	4	1

further discussion of council funding sources.) Two factors appear to contribute to labor's passive role: first, few council executive directors or initiators come from the labor movement; second, and perhaps related, most councils have only one or two labor representatives, compared to quite a few more representatives of both education and business. Not surprisingly, the councils that enjoy active labor participation (Livonia, Puget Sound and Jamestown) are also those that are concerned with adult transition issues.

Although we did not quantify sectoral representation into sub-sectors, there are some generalizations that can be ventured about the representation and active involvement of certain sub-sectors. Among educators, representatives of the public high schools dominate and the council usually includes a representative of the schools' vocational education program. Junior high and elementary school personnel are not represented on most of the education and work councils. Community college administrators are sometimes represented, but they participate far less actively than their public high school counterparts. Four-year college or university officials are only occasionally council participants.

The business sector is most often represented by individuals from large companies, usually industry. Some councils obtained the participation of local bankers, a good source of community contacts and possible funding sources, but otherwise commercial and other small business representatives are relatively absent from education and work councils. Indeed, councils need to consider that they have as much to offer to local small businesses as they have to large companies. Large companies often already participate in cooperative education and other exchange programs with the schools. They participate in CETA programs for training and job placement, often with their own facilities and supervisory resources. Small businesses who do not possess program knowledge or their own training facilities can gain access to these resources through the education and work council.

Motivations for Membership

To describe council members by their sectoral or sub-sectoral affiliation is convenient for analysis purposes but somewhat misleading. Obviously, council members cannot represent "sectors." A business leader from company "X" may represent company "X", but not the entire business community. It is perhaps more relevant to describe council members according to the reasons they give for joining education and work councils.

There are at least three identifiable motivations for joining councils. One is participative--the individual and his or her organization feel they can benefit the council and be assisted by the council. An example of this is the woman who joins the council because she has just accepted a job as a youth counselor for a local service agency. She believes that her job performance will benefit from her participation and that the council will benefit from her knowledge of youth. A second motivation is self-interest, in that the individual primarily seeks the benefit that affiliation with the council can provide. For example, the head of the bank's community relations department joins because his affiliation with the council will be good for the bank's public image and attract more bank business. A third reason why people join councils is to serve as "the boss' representative." A company president does not have the time and asks the training manager to attend instead. The training manager joins because he or she has been told to represent the company. People who join as "the boss' representative" generally have the most limited perspective of how they can assist the council or how the council can assist them.

We also asked council members directly why they joined. Whatever their actual motivations, most council members said that they joined "to help youth make a better transition." Their responses resembled those one would expect of community volunteers; many responses did not reflect job needs or self-interests. The members of the Philadelphia council provide an example of a council, each of whose members does have a vested interest in active council participation. They see their participation as directly related to their own professional and/or self-interests, since their collaboration helps determine whether and how they will receive assistance in seeking funding for their agencies' youth programs. In many councils, however, members either do not have strong participative or self-interests, or do not openly express these interests. Council leaders may need to take greater responsibility for making members aware of these interests, or, if that is not possible, for rebuilding or augmenting the council with members who do recognize these motivations.

Turnover among membership

Many council leaders equate broad, active council membership with a lack of turnover. They point to the continuous participation of their membership with pride. Likewise, other councils associate turnover with failure to achieve active, broad participation. In this section, we discuss turnover among council membership in an attempt to put the issue in perspective for education and work councils.

Given the voluntary nature of councils, we were surprised that turnover was no greater than it was. About half the councils experienced turnover equivalent to that which a small business would witness in a given year--20%. The councils which experienced the least turnover appeared to be the smaller or more narrowly constituted councils, including the Jamestown and NAB councils. Councils whose core membership existed prior to the Consortium project, such as Livonia and Philadelphia, also experienced relatively low turnover. High-level business representatives are the most likely to quit. Conflict over the project vs. process orientation of councils is a major source of turnover among these representatives, as is the failure of council leadership to resolve the conflict in a decisive way.

The lack of turnover can indeed be a positive indicator of early council development. One example of a large council that holds together well is Bayamon. Through the perseverance of the executive director and president in maintaining regular personal contact with council members, and with the help of special incentives (meetings are held in a reserved room of a favorite restaurant, following dinner) the council has achieved active participation. An average of 25 to 30 of its 41 members attend each biweekly meeting.[2] Strong democratic leadership, particularly when disagreements arise, helps to keep the group together. While the Bayamon council may undergo changes and turnover as it seeks to challenge existing institutions more in the future, a strong, cohesive base from which to launch these change initiatives is being built. Moreover, this cohesiveness is developing despite the lack of a tradition of voluntarism, extreme dissatisfaction with the education system, which was recently criticized in a report by the National Education Association, and overt political factionalism which characterize the Bayamon environment.

On the other hand, turnover need not be a negative experience. A few of the councils we visited clearly got off to a poor start, usually because of an inappropriate choice of executive director. In such cases, early turnover among membership (or staff) gives the council a chance to begin anew before too much damage has been done.

Of some concern is the concentration of turnover among high level business representatives who are then replaced with mid-level officials. These changes may allow a council to continue its normal activities, but may inhibit the council from undertaking serious efforts at creating change in community institutions later on. The power of high-level officials, and the hands-on implementation ability of mid-level officials, may both be needed to carry out change.

2.3.3 Council Staff

As previously discussed, the staff of several NMI-sponsored education and work councils were effectively in place prior to the establishment of the full council membership, even prior to the grant award. For this reason, the selection of staff was not an issue that received substantial attention from NMI. NAB and AACJC-sponsored councils selected executive directors after grant awards (but before membership involvement), and both of these organizations gave modest guidance in this selection process. As will be seen in this section, council staff and the circumstances of their involvement can play a crucial role in the early development of education and work councils.

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[2] The average attendance for all councils ranges between 45% and 70%.

Size

All councils have at least one staff person--an executive director--and most have three--a director, an administrative or research assistant and a secretary. The NAB-sponsored councils are the smallest, with only an executive director. The NMI and AACJC-sponsored councils have larger staffs which are partially supported by federal programs like CETA or VISTA, by state or school internships, or by parent organizations. Finally, a few of the councils have consulting support. AACJC reserved $3,000 from each of its councils' budgets to pay for an outside evaluation of their first year of operations. The two AACJC-sponsored councils we visited continued to receive consulting services, one from a university professor of industrial education and one from a free-lance consultant. The Jamestown council retains the services of three part-time consultants who are local college professors. In all cases, the executive director is the most important staff member, and is the focus of our attention in this discussion.

Sectoral Representation of Executive Directors

Two-thirds of the education and work council executive directors have spent most of their working lives related to the educational establishment, although a few have had other jobs or job interests which involve other sectors. For example, the Bayamon executive director taught elementary school for almost 20 years and then took a job negotiating on-the-job training contracts for the local CETA office, prior to becoming an education and work council staff member. The Bridgeport director has strong ties to local industry through his previous job as the Corporate Development Director of the University of Bridgeport. The Livonia council director was an assistant principal in the Livonia public school system who was seeking a change in careers.

Designation and Turnover

In the course of discussing how a council's membership became established, we noted how the executive director became involved. NAB and AACJC local intermediaries hired their executive directors, who in turn organized the membership. The hiring of the executive director was usually accomplished by one or two people, and these individuals often had little subsequent involvement with the education and work councils. In three out of four of these cases, there was turnover in the director's position, in two cases within a few months of the council's inception. There was turnover in three of the eight director's positions among NMI-sponsored councils.

There appears to be a relationship between the manner in which a director is designated and the longevity of that director's job, although the precise relationship is in every case mediated by the director's particular strengths. In general, there appears to be less turnover among directors who are chosen with conscious and broad membership input. In other cases, the executive director appears to be retained for a particular strength he or she brings to the council's activities, such as valuable contacts or the ability to raise funds.

The design of the Work-Education Consortium project seems flawed, perhaps unavoidably so, in the respect that the executive director was often hired prior to the involvement of the council's membership. In some cases, this situation worked out, either because the director was perceived as particularly capable or because he or she was aware of the lack of a mandate and made special efforts to assure the council of their prerogatives. In other cases, this situation did not work out, resulting either in the director's resignation, the resignation of some members, or an impasse between the membership and the staff. Councils whose membership has changed or which are ready for self-determination may wish to consider staff elections.

Staff Characteristics

Across the councils, there was agreement on the skills, knowledge, attitude, and other attributes necessary for executive directors. Figure 2-5 summarizes the executive director characteristics endorsed by councils. Of foremost importance is the ability to work with representatives of different sectors in a collaborative or facilitative style. This was both the most valued ability and the one which was considered to be most absent among council directors in the councils we visited. Just as important and necessary to the facilitative role is strength in interpersonal communications--experience in making, using and keeping contacts throughout the community. Although councils were encouraged by the intermediaries to use a variety of contacts to arrange for future funding, many councils looked primarily to their executive directors to identify funding sources, write proposals and get money for them, hence the high value placed on this ability. Also valued are executive director abilities in expediting activities and developing projects, gathering and disseminating information to the council, organizing, administering and managing.

The staff characteristic that most often led to early turnover was inexperience, which usually manifested itself as an inability to manage conflict.

2.3.4 Council Leadership and Decision-Making

In the previous sections we have described council membership and staff. More important than the characteristics or the background of these people as individuals, however, may be the characteristics of council leadership and decision-making that they, together, forge. NMI and AACJC provided guidance to their councils on the subject of leadership. AACJC in particular stressed the importance of the staff-council relationship and the role of the council in directing the staff, rather than the staff directing the council. Methods of structuring education and work councils to insure that they be true decision-making (as opposed to advisory) bodies also emanated from the councils themselves and were shared in the course of their interactions with each other.

FIGURE 2-5

DESIRABLE KNOWLEDGE, ATTITUDES, SKILLS AND OTHER ATTRIBUTES OF COUNCIL EXECUTIVE DIRECTORS

	# Councils Praising Executive Director For Attribute	# Councils Criticizing Executive Director For Lack of Attribute
● Ability to work with different sectors and ability to: - facilitate relationships - mediate conflicts - act as a catalyst or broker - minimize political differences	8	5
● Skills in interpersonal communications - behaves diplomatically - has contacts - makes, uses and maintains contacts - has experience to draw on	8	1
● Ability to identify and get funding - good proposal writer - entrepreneur	7	1
● Attribute of action orientation; ability to - expedite activities - develop projects - facilitate projects	3	2
● Ability to organize - administer - manage staff	2	3
● Ability to gather and disseminate information to members	4	-
● Willingness to report to council and carry out council initiatives	2	1
● Attribute of prestige	1	-

Leadership

Council members, staff and representatives of parent organizations are the actors that comprise a council's leadership. Council leadership emanates from the executive director in some cases, and from the council president or executive committee in others. In a third set of cases, the executive director and president together represent council leadership. In some cases, a representative of the parent organization provides much of the impetus for council activities.

The qualities of a good leader or good leadership are difficult to specify in the abstract--people seem to know "leaders" or "good leadership" when they see it, but they have a hard time analyzing the particular qualities that make a leader. An insight from the community organization literature may be helpful to education and work councils in evaluating their leaders. Sarason and Lorentz[3] describe leaders of "resource exchange networks," affiliations of individuals and organizations for the purpose of exchanging resources to achieve mutually agreed-upon goals. According to these authors, the leader of the network is an unpaid volunteer. He or she can nudge the network into action without directing its activities, and, more importantly, can deal openly with the issue of leadership. The best leaders are either laypersons or dissatisfied professionals who, through years of experience, understand the waste that results when individuals specialize too much and define their roles too narrowly. Moreover, good leaders or coordinators have the capacity to imagine how resources can be used, and their antennae are constantly "scanning" to send and receive signals for resource availability. They also know when to use different resources. Finally, the early leader remains a leader, even though new leaders can and should emerge. Perhaps these are some of the qualities of leadership that education and work councils should seek to attain.

Models of Decision-Making

Closely tied to the issue of leadership is that of decision-making. There are two modes of decision-making--centralized, in which decisions are made by council leaders or an executive committee and staff, and decentralized, in which decisions are made by the entire council. Five councils use a centralized decision-making process. Staff work with one or more council leaders as a team, which then announces decisions to the rest of the council at meetings. Two of these councils use committees for review of ideas, but still turn to their leaders to make decisions. Indeed, some members in these councils expressed relief at being able to delegate their decision-making responsibilities to leaders that they trusted, thereby saving them the time that involvement in these decisions would take.

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[3] Seymour Sarason and Elizabeth Lorentz, The Challenge of the Resource Exchange Network (San Francisco, Washington, D.C., London: Jossey-Bass Publishers, 1979), p. 129.

There are five councils which generate decisions as a group. Two of these are very small--11 and 13 members, respectively. Two were existing under some other auspices or in some form before the Work-Education Consortium. Two councils cannot be categorized as incorporating one form of decision-making or the other, since they demonstrate different forms of decision-making on different issues. In only one case, Philadelphia, does a council make decisions formally through a parliamentary process utilizing committee reviews and votes. The other councils all decide by consensus.

How Decisions Are Made

Some councils use structures to facilitate the decision-making process. Several councils use standing committees or task groups to enable members to work on specific projects or issues. Executive committees, which consist of officers elected once a year and the leaders of the standing committees, act as a vehicle for communicating results of the task group activities to the general membership at its regular meetings. The executive committee usually meets more often than the whole council, perhaps twice a month. Each successive layer of organization in this system gathers information and makes decisions for the purpose of enabling the general membership to make informed decisions on larger matters concerning the council. The NMI and AACJC-sponsored councils basically follow this structural model.

Each of the NAB councils uses its own model, neither of which involves an executive committee or task groups. In Santa Barbara, the power of the individual members, plus an elected chairman, provides the leadership for the council. The fact that the NAB metro director hired the council's first executive director before the council was formed seems to matter little in this case; the council members as a group appear to understand their collective power and are willing to use it. The executive director of the Santa Barbara council plays the role of general assistant to the council, organizing its ideas on paper and carrying through on selected activities. In Bridgeport, the decisions are basically made by the executive director and council president, who invited each of the 10 council members to join. This council operates as advisory to NAB's on-going youth programs.

The health of a council's leadership and decision-making capabilities is key to its self-identity and to its ultimate influence in the community. Crucial to the decision-making capabilities, in turn, are four factors: the relationship of the staff to the membership; the use of organizational structures that involve a maximum number of members and also admit outside influences; the continued involvement of early leaders and planning to develop new leaders; and the background and qualifications of leadership. These factors are discussed below.

Council members need to play an active role in the council's decision-making process. The staff needs to understand its proper role. Staff can suggest ideas, facilitate discussions and manage meetings and data gathering efforts, but it should not dominate the decision-making process. A staff which is large or which answers as much to a parent organization as to the education and work council membership, or which is selected without sufficient input from council membership, may come to dominate a council's decision-making and isolate it from key avenues for on-going community influence.

The leadership and decision-making structure can also enhance the council's self-development and, ultimately, its influence in a community. For one, the method of forming task groups to handle specific problems can be a means of tapping new leadership sources. Second, councils that open their task groups to the public generate more intimate awareness of the council on the part of the public and plant the seeds for longer-term, community based leadership in the area of youth transition. At the time of our visit, seven councils had active standing committees and in three--Bayamon, Philadelphia and Lexington--the committees were open to the public.

The continued involvement of early leaders can play an important role in the development of a council's self-identity. For example, the lack of continued involvement of its initiators hurt the Mesa council. The early leaders departed before the membership had established a self-identity. Council initiators and early leaders also need to make plans to develop new leaders, for two reasons. First, in most cases it is unrealistic to expect leaders to be able to maintain their commitment to the leadership function for more than a year or two. The very characteristics that make leaders what they are also usually make them very busy people. Second, even if one could retain the leadership of those who began as council leaders, it may be wiser to allow new leadership of those to take over after some time. Alterations in the council's goals, such as the inclusion of adults as a transition target group, or the expansion of the council's geographical scope, may offer a propitious opportunity for a change in council leadership. Present council leaders need to think and plan for this eventuality if a smooth transition is to be accomplished.

2.4 Organizational Relationships

As noted in Section 2.2, coordination with local community institutions and agencies which are involved in youth transition is a stated goal of a majority of education and work councils. Theoretically, councils achieve and maintain these linkages via their membership, or their relationships with other local organizations. This section describes council use of these basic methods of achieving linkage. As will be illustrated in this section, developing organizational linkages is an active and sometimes frustrating part of most councils' early agendas. Just becoming familiar with the variety of other local councils has been difficult.

2.4.1 Relationships Through Members

Local linkages through members are achieved in two ways: through institutional representation on the council and through overlapping membership with other institutions or councils. As we discussed in Section 2.3, most councils have broad sectoral representation, even if the number of individuals representing a sector or the number of institutions representing that sector is limited.

Figure 2-6 illustrates the education and work councils' overlapping membership with other key community councils. These councils include three mandated CETA councils (the planning council, the youth council and the proposed PIC or Private Industry Council), the mandated local area vocational education advisory council (LACVE), the mandated local economic development planning council, and other non-mandated but prevalent community councils concerned with youth transition sponsored by NAB, the Chamber of Commerce or the public school system.

According to Figure 2-6, two-thirds of the education and work councils include membership from the local Chamber of Commerce (usually its education committee). This appears to be the most common linkage. Representatives of local CETA planning councils and public school career education advisory councils sit on five education and work councils. At least four councils expect to become the PIC or to incorporate PIC membership. There is fairly limited cross-fertilization between education and work councils and CETA youth councils, LACVEs, and economic development planning councils, although several councils do have vocational educators or CETA staff among their membership.

Patterns of overlapping memberships among specific councils reflect the goals of the council and the ambitions or special knowledge of its leadership. The three councils that have the strongest linkages to CETA can be used as an example. The Philadelphia council's primary goal involves mediation among the numerous CETA service deliverers in that city. Government

FIGURE 2-6

OVERLAPPING COUNCIL MEMBERSHIPS

	Mandated					Prevalent but Non-Mandated		
	CETA Planning Council	CETA Youth Council	Private Industry Council (PIC)	Local Area Vocational Education Advisory Council (LACVE)	Economic Development Planning Council	NAB Advisory Board	Chamber of Commerce (e.g., Education Committee)	Other (e.g., Public Schools Career Education Advisory Council)
NAB								
Santa Barbara	X		expected			X	X	
Bridgeport						X	X	
AACJC								
Bayamon							X	
St. Albans				expected	X			
NMI								
Livonia	X	X	expected	X			X	X
Philadelphia	X	X						X
Puget Sound	X	X	expected					X
Worcester								X
Sioux Falls							X	
Lexington	X		expected				X	
Mesa							X	X
Jamestown							X	
	5	3	4	2	1	2	8	5

agencies and CBOs that receive CETA funds comprise a majority of the Philadelphia council. The Livonia council is consciously seeking to garner CETA funds and become a political force (perhaps the PIC) in the greater Detroit area. In Puget Sound, the council executive director has extensive knowledge of local government and community-based organizations and was able to attract membership from these groups because of his contacts with these organizations.

The pattern of linkages by the two councils that serve economically depressed regions are heavily influenced by this condition. Each tries to cultivate linkages with local economic development groups. The St. Albans council is developing a strong linkage with [illegible] local economic development organization, while the Bayamon council has, as one of its active members, a government official of the Economic Development Administration in Puerto Rico.

While further investigation of local linkages and their outcomes is the subject of Phase II of our study, some comments can be made here. A major observation is that CETA participation on education and work councils has been weak. One reason is that the executive directors and council presidents tend to be educators or business representatives, not CBO or government affiliates. Another reason is that the CETA affiliation is sometimes viewed as casting a negative image over the council, especially with employers. There is knowledge that CETA exists, but there does not seem to be a clear understanding of what CETA can do for the council, except insofar as councils can use CETA funds to add secretarial or other administrative staff. A third reason for the lack of active CETA participation may be the disparity in target groups between education and work councils and the CETA organizations. CETA focuses on the economically disadvantaged and unemployed, in-school and out-of-school youth. Most education and work councils operate on behalf of in-school youth of all economic backgrounds. Some CETA representatives may be unwilling to invest a lot of energy in an activity which does not directly support their needs, just as some council members may be unwilling to focus too much of their attention on only one segment of the youth population.

Representatives of career education advisory councils are more frequently found on education and work councils than are members of vocational education advisory councils. One reason is that the concept of education and work councils is concerned with the broader programmatic area. Not surprisingly, none of the council leaders or initiators represents vocational education. Vocational educators are perhaps most active in areas like St. Albans where Canadian industry is expanding and new training programs need to be developed to encourage the expansion and to induce youth to stay in the rural tricounty area to occupy the new jobs.

While certain local councils are frequently represented among the membership of education and work councils, there is little documentation of the overlapping council memberships held by education and work council members. Our interviews revealed only some overlap in this direction, with council members most often members of career education advisory councils and Chamber of Commerce education subcommittees. It appears that relatively few education and work council members were also CETA planning council members, and almost none were members of the local economic development planning councils.

2.4.2 Relationships with Other Organizations

One of the most difficult challenges facing councils in their early development has been that of defining roles for themselves in relationship to other councils, programs and organizations that perform similar functions. Education and work councils have not had difficulty obtaining the participation of high school educators or business leaders, perhaps because these representatives feel that the council can have an influence on their jobs but it cannot replace the functions carried out by them. On the other hand, the education and work council can replace the function carried out by an ineffective local career or vocational education advisory council, if it chooses to do so.

Some councils did attempt to take over services performed by other programs or councils, with varying outcomes. One education and work council sought to perform the clearinghouse function of bringing local employers and teachers together, a function which was being served by the high school's career education program. This council believed that the clearinghouse service was more appropriately provided by the council than by the school. Although the council began a clearinghouse program, it exists in addition to that operated by the school. The hostility that developed between these organizations as a result of the council's action has not been tempered, even though the council has tried to support the career education program in other ways since that time.

Another education and work council sought to be the local catalyst for coordination among several well-established, long-standing youth service agencies. Its effort met with early resistance, and caused it to cancel a conference of local service agencies scheduled to kick off the education and work council's operation. In addition, numerous early attempts to gain the involvement of the local career education advisory council in this education and work council's activities were unsuccessful. In the face of these obstacles, this council was forced to retreat and reconsider its role.

Both of the situations just described are characterized by a misperception on the part of the council's leadership of the community's willingness to accept the council in the role it has chosen for itself. It is unlikely that any education and work council can simply declare its role in the community and expect existing organizations and councils to move over and accomodate. A council should be prepared to work to achieve this legitimacy. In some cases, the council may have to settle for a more narrowly defined role at the outset, and work to expand that role in the future.

This particular approach is illustrated in Philadelphia. The Philadelphia council emerged as an offshoot of the local career education advisory council and chose as its focal point the CETA service delivery system. Rather than trying to duplicate the activities of the career education council, the Philadelphia council sought to act as a clearinghouse for CETA youth service deliverers. It provides information on new grant opportunities, assists agency staff in preparing applications and acts as a neutral and informal ground for the discussion of how to allocate these funds and services among existing agencies. This council's role is rather specialized, and it does not duplicate the role of any existing council or program. Indeed, Philadelphia's success in its narrowly defined role has enabled it to pursue other activities, including persuading the Commonwealth of Pennsylvania to open up a third GED testing center in the Philadephia area to serve the backlog of individuals waiting to take the test.

In short, carving out a role for a local education and work council can be very difficult, particularly where the council is perceived as duplicating on-going services. Even if these existing services are not well performed, councils need to develop sophisticated and politically sensitive strategies for defining their role in the community. Inviting membership which represents other local programs and councils may be an important early step towards identification of the council's appropriate role. Moreover, if the task of inviting representatives of these councils and agencies is performed by those among the council membership and staff who are well-known and respected in the community, the representatives of other groups may see a professional or self-interest in becoming involved in the education and work council's formation as well.

2.5 Council Funding

In 1977-1978, the Work-Education Consortium funding played a major role in council budgets. Since that time, however, councils have successfully sought alternative funding and have proven the viability of the seed money arrangement under which they were funded. CETA remains the most popular source of alternative support, and the largest source of other support for most councils, but other avenues are being explored.

At the outset of the Consortium, council budgets ranged in size from $25,000 where the Consortium provided 100% funding to $140,000 where it provided only 25% of the total council budget. Five councils out of 12 were supported solely by Consortium monies during that first year, including all four NAB and AACJC-sponsored councils. The NMI-sponsored Philadelphia council was also supported totally out of project funds that year. During the second year, the Philadelphia and St. Albans councils were no longer totally dependent upon Consortium support. In fact, during 1978-1979, the Philadelphia council successfully garnered 23% of its funding from six newly-tapped funding sources. Figure 2-7 provides an overview of the budgets of each council, their various sources of support and their prospects for future support.

2.5.1 The Effective Use of Seed Money

In accordance with the project's intentions, most NMI-sponsored councils reduced their level of dependence on Consortium funds during the second year. Six of twelve councils decreased their reliance on Consortium funding from the first to the second year, two councils increased their dependence and four remained the same. The Jamestown Labor Management Committee was the only council to experience an increased dependence on Consortium funding in the second year, due in large part to a cutback in federal economic development funds. Moreover, in all cases where the proportional dependence on the Consortium was decreased from the first to the second year, the budget was increased through the use of alternative funds. Alterations in councils' dependence on Consortium funding and levels of council funding are depicted in Figure 2-8.

While these findings appear to be supportive of a seed money concept, they must be considered in conjunction with the corresponding effects of size, and therefore stability, of council budgets. The Philadelphia, Lexington, Worcester, Puget Sound and St. Albans councils all increased their level of funding. The Worcester council enjoyed the largest increase, from $80,500 to $150,000. It also expanded its funding base to include local CETA sources, State Employment and Training Council funds, HEW Career Education monies and other local support. Thus, education and work councils were able to use their seed money to leverage sufficient other funds and funding sources to continue their operations.

2.5.2 Alternative Funding Sources

A list of other non-Consortium funding sources tapped by councils is given in Figure 2-9 showing the increased variety of funding sources sought in the second year of the Project's history. CETA is the councils'

FIGURE 2-7

WORK-EDUCATION CONSORTIUM COUNCIL FUNDING: AMOUNTS, SOURCES AND ALTERNATIVES

	Work-Education Consortium Funding As % of Total Budget 77/78	Work-Education Consortium Funding As % of Total Budget 78/79	Other Funding 77/78	Other Funding 78/79	Alternatives For 79/80	Total Budget 77/78	Total Budget 78/79
NAB							
Santa Barbara	100%	100%	0%	0%	Schools; Youthwork, Inc.	$25,000	$25,000
Bridgeport	100%	100%	0%	0%	CETA	$25,000	$25,000
AACJC							
Bayamon	100%	100%	0%	0%	Business; other private		(2 years) $75,818
St. Albans	100%	91%	0%	Community College: 9%	CETA; Economic Development	(1/2 77) $33,700	(78) $65,749
NMI							
Livonia	59%	59%	CETA: 24% Schools: 16% Chamber: 1%	CETA: 24% Schools: 16% Chamber: 1%	CETA	$76,250	$76,250
Philadelphia	100%	77%	0%	Membership: 1% Foundation: 2% Business: 7% CETA: 7% Youth Serv.: 5% DOC: 1%	CETA; Youth Services	$50,000	$64,877
Puget Sound	41%	32%	Local businesses and foundations: 59%	Local businesses and foundations: 68%	Local business contributions	$10,000	$146,500
Worcester	54%	30%	State Department of Education: 46%	HEW Career Ed.: 17% CETA: 27% SETC: 23% Local: 3%	Local contributions; FIPSE	$80,500	$150,000
Sioux Falls	71%	100%	Local: 25% Northwest Area Foundation: 4%		Higher Education Act	$56,200	$18,600
Lexington	69%	42%	CETA: 27% IBM: 4%	CETA: 55% Business: 3%	PSIP; CETA Business	$59,091	$97,881
Mesa	85%	59%	CETA: 6% United Way: 9%	CETA: 24% United Way: 17%	Mesa Community Council; NMI	$59,100	$40,400
Jamestown	29%	85%	EDA: 71%	Industrial Development Agency: 13% Community College: 2%	CETA	$140,000	$50,525

FIGURE 2-8

NUMBER OF COUNCILS EXPERIENCING BUDGET CHANGE FROM YEAR 1 TO YEAR 2, BY TYPE OF CHANGE

	Increase in Budget from Year 1 to Year 2	Decrease in Budget from Year 1 to Year 2	Total Budget Remained the Same	Total
Increase in proportion of budget covered by Work-Education Consortium funds		2		2
Decrease in proportion of budget covered by Work-Education Consortium funds	5	1		6
Equal proportion of budget covered by Work-Education Consortium funds			4	4
TOTAL	5	3	4	12

FIGURE 2-9

NUMBER OF COUNCILS USING ALTERNATIVE FUNDING SOURCES

Funding Sources	1978-1979	1979-1980
CETA	3	5
Economic Development Related		2
Business	2	3
Foundations	2	2
Schools	1	1
Community College		2
United Way	1	1
Chamber of Commerce	1	1
Youth Services		1
Career Education		1
State Education	1	2
Other Local	1	1
Membership		1
Other		1
Other Federal		1

most frequently and most successfully tapped funding source. It provides as much as 24% of Livonia's budget during 1977-1978 and as much as 55% of Lexington's budget in the following year. The Mesa council increased its CETA support from 6% to 24%; Lexington from 27% to 55%; and Worcester from 0% to 27% with local CETA monies alone. During 1978-1979, five councils tapped CETA funds. Business contributions helped to support two councils during the first year and a third during the second year, but business contributions were significant in only one council. In Puget Sound, a private sector-oriented council, local business and foundations contributed more than half of the council's budget in each year of its operation.

Looking at 1979-1980 plans, each of the councils that received CETA funds the year before planned to continue to receive CETA funds. Five additional councils were looking forward to other federal sources of funding including the Fund for the Improvement of Post-Secondary Education (FIPSE) and Youthwork, Inc. One site intended to seek economic development funds through association with an agency receiving Economic Development Administration (EDA) planning grant monies. Four other councils looked to businesses and local agencies for new funding sources. Local, non-business contributions are in general not sought by councils.

3.0 COUNCIL ACTIVITIES

As the organizational and administrative work of establishing a council as a functioning body is performed, councils also begin to perform activities pursuant to their basic purposes. As a step toward legitimization in their communities, councils begin to conduct community needs assessments and activities designed to increase the public awareness of local youth transition needs and of the council's existence. At this stage, members and staff learn about transition issues and transmit this information to groups in the community--civic clubs, groups of employers and others--but council participants are still working independently in these endeavors. In the next stage of council development, councils begin to engage in activities that involve cooperation and a modest level of participation from other council members and individuals outside the council. During this stage, councils primarily undertake student and staff development activities. Council members discuss careers with groups of students or participate in student shadowing experiences. They help convene career guidance institutes for local teachers and guidance counselors. For councils, these activities represent the first concrete, substantive steps towards council legitimization in the community. They are an opportunity for council members to experience first-hand what the local needs are, and they are an opportunity for specific individuals in community institutions to experience the council and its capabilities first-hand. As most councils have experienced, needs assessment and public awareness activities are abstract exercises if they are not soon accompanied by these more concrete activities.

Council activities were at this stage of development at the time of our site visits. A few councils were just entering this stage; the majority were several months into it. Indeed, it is a stage that marks a plateau where many councils remain for several months.

This chapter describes council activities. First, modes of activity are identified. This was a major issue in the development of education and work councils, with NMI advocating a facilitative or catalytic approach rather than a project orientation. Second, types of activities are described, including research, public awareness, student development, staff development and policy/administrative concerns. Third, activities are assessed in relation to community needs, goals identified by councils, and the participants in and recipients of council activities.

3.1 Three Models

The councils[1] group themselves into three models according to the types of activities they undertake. The first model is represented by councils which engage in only those activities that involve facilitating, coordinating, or stimulating activity on the part of others in the local community. Five councils (Bridgeport, Livonia, Mesa, Philadelphia and Sioux Falls) fit this model. Typical activities conducted by these councils include needs assessment studies, public awareness, and clearinghouse functions. These activities involve putting key people and institutions in touch with each other, lining up resources, and motivating and assisting other individuals and agencies to collaborate together or undertake activities for themselves.

A second model consists of councils which, in addition to facilitating activities common to Model One, also conduct one or more service delivery activities which are one-time undertakings that are not funded by outside agencies. Two councils fall into this category (Bayamon and St. Albans). Examples of Model Two activities include job and career awareness seminars for students, and occupational counseling and teacher skills conferences for school guidance counselors and classroom instructors.

In the third model, a council combines facilitative activities (Model One) and one-time service delivery activities (Model Two) with actual program implementation on an on-going basis funded by outside agencies. Four councils (Lexington, Santa Barbara, Puget Sound and Worcester) typify this model. The Lexington council uses Public Service Employment (PSE) funds to run a Job Center which provides job referrals and counseling for youth. The Puget Sound council has staffed and is administering a Center on Work and Productivity to conduct research and seminars on transition issues and to train educators and youth. The Worcester council is training CETA workers in reducing sex stereotyping under a $30,000 State Employment and Training Council grant. The Santa Barbara council has been awarded a $260,000 Youthwork grant under which it will recruit and train 250 employer-based counselors as part of a team effort to promote increased youth hiring in the community. In addition to these programmatic efforts, one other council (Livonia) is currently attempting to secure funding to engage in program operations by becoming the local Private Industry Council (PIC).

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[1] The Jamestown council has been excluded from consideration in this chapter because it did not target any of its activities to youth or youth serving agencies.

The first two models of council activity fall within the expressed mandate of the Consortium to support councils that promote collaborative endeavors rather than engage in ongoing program implementation. Not surprisingly, therefore, there were mixed feelings about administering programs in two of the four councils which have established externally-funded programs. In Lexington and Worcester, the councils were divided over whether to assume a purely coordinative role or to administer programs which serve the community directly. The Santa Barbara council's decision to pursue the Youthwork grant and the Puget Sound council's decision to establish and run a Center on Work and Productivity were unanimously approved in these two sites.

Councils that have pursued other models of activity have also considered the issue of process vs. project orientation. For example, the Livonia council's decision to attempt to become a PIC was made only after considerable controversy among the membership. Likewise, the Philadelphia council, which does not administer any programs and has no immediate plans to do so, has been acutely sensitive to the need to shun programmatic activities lest it compete with its own members' organizations. On the few occasions when a board member proposed a council activity that appeared to constitute program implementation, a majority of the other council members quickly opposed the suggestion.

Indeed, conflict arises in councils exemplifying all three models of activity. This is a reflection of the fact that while councils go through a goal development and consensus stage, additional conflicts surface when councils get to the point of specifying activities associated with

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goals, or making decisions about unforeseen activity opportunities. It is also a reflection of the heterogeneity of sectoral affiliations in most councils and the different styles of operation common to those sectors. The source of conflict is inevitably the tension between "facilitating" and "doing" and the sides are usually drawn with educators favoring the first mode and business representatives the second. It is possible that the Santa Barbara council members avoid this conflict because their bond as decision-makers within their respective organizations and sectors is stronger than their sectoral bonds. The "do" orientation they embrace may reflect their respective roles as organizational decision-makers.

While the description of council models of activity is useful in illustrating one of the key conflicts of early council development, it is important to provide a more complete description of the content of council activities. All councils facilitate and/or conduct activities in at least one and usually three of the activity areas discussed below, and it is during this stage of development that councils seriously begin to confront the issue of their role in the community.

3.2 Activities

To examine council activities, we used McClain and Sockol's categorization of thirty specific activities in which councils might engage.[2] The five categories include: Research, Public Awareness, Student Development, Staff Development, and Administrative/Policy Concerns. Figure 3-1 indicates how many councils engaged in each major category of activity and each specific activity. The authors' definitions of the specific activities are provided in Appendix A. The significance of the councils' involvement in the activities is identified as "major" or "minor" according to the amount of council staff and member time devoted to the activity.

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[2] Thomas McClain and Richard Sockol, Community Education/Work Collaboration: A Massachusetts Perspective, Institute for Governmental Services, University of Massachusetts, January, 1978.

FIGURE 3-1

COUNCIL ACTIVITIES
1978-1979

		STATUS OF ACTIVITIES		
		Major Activity	Minor Activity	Not an Activity
I.	RESEARCH	8	1	2
	a. Needs Assessment	6	-	5
	b. Occupational Outlook Research	3	-	8
	c. Other	3	2	6
II.	PUBLIC AWARENESS	7	2	2
	a. Community Visitation Days	0	1	10
	b. Public Relations	4	4	3
	c. Community Forums	4	2	5
	d. Audio-Visual Presentation	2	0	9
	e. Newsletter	2	0	9
	f. Other	1	1	9
III.	STUDENT DEVELOPMENT	8	2	1
	a. Career Speakers	3	1	7
	b. Career Day	1	1	10
	c. Site Visit	2	1	8
	d. Shadow Day	2	1	8
	e. Internship	0	1	11
	f. Work-Study	0	0	11
	g. Alternative Semester	0	0	11
	h. Career Resource Center	3	1	7
	i. Student Operated Business	1	0	9
	j. Contract Apprenticeship	0	1	10
	k. Community Resource Bank	3	0	8
	l. Other	0	0	11
IV.	STAFF DEVELOPMENT	8	2	1
	a. In-Service Workshops	2	1	8
	b. Curriculum "Infusion"	1	2	8
	c. Career Guidance Institute	2	0	9
	d. Teacher/Administration Site Visits	2	1	8
	e. Community Resource Directory	1	2	8
	f. Other	1	0	10
V.	ADMINISTRATIVE/POLICY CONCERNS	6	3	2
	a. Inter-District/State Collaboration	1	4	6
	b. Coordination of School and Non-School Programs	2	2	7
	c. Establishment of School-Business Partnerships	3	1	7
	d. Counteracting Race and Sex Role Stereotyping	4	1	6
	e. Servicing Special Needs Population	1	3	7
	f. Credentialling, Licensing and Certification Procedures	0	1	10
	g. Statutory Restrictions	1	1	9
	h. Other	2	1	8

As the data in Figure 3-1 indicate, six to eight sites engaged in a major way in at least one activity within each of the five major categories of activity. Other data not displayed on this table reveal that only the Lexington council engaged in at least one major activity in each category, while the Philadelphia council conducted at least one major activity in four of the five categories. With one exception, all the other sites undertook major activities in three of the five categories. At the time of our site visit, St. Albans was participating in a major activity in only one category.

3.2.1 Research

There was so much diversity in the specific activities which the sites engaged in that only one specific activity out of 30 was undertaken by more than four councils, namely, needs assessment.

Needs assessment was performed by at least six councils and represents the major form of research activity performed by councils. It was usually carried out by staff members, in the community, for the purpose of assisting the council in determining what activities are appropriate in order to achieve the general goals established by the council. In one council, a formal needs assessment questionnaire was also distributed to council members in order to determine their perceptions of local youth transition needs. Needs assessment activities may absorb a large share of staff time and may extend throughout the council's life. In one council, this was intentional and represents a source of continuing conflict between the council staff and membership over the council's relative emphasis on research and policy as opposed to other activities. In other councils, needs assessment activities which occupy too much staff time were postponed or left incomplete. Some needs assessment activities were completed, but these often did not provide the council with a great deal of new information. Some examples of needs assessment activities are given below:

- Acting on the assumption that educators and counselors had little information about local employers, the Bayamon council staff undertook a survey of employers' occupational and job requirements. Very few employers responded to the mail survey and after a short time, no additional effort was expended in this activity.

- Some members of the Mesa council urged it to focus its efforts on the local drop-out problem. As a first step, the staff agreed to research the dimensions of the problem locally. A major problem was encountered when the staff was unable to access information about local drop-outs from a centralized source. A report was finally completed after several months time (other staff responsibilities frequently intervened to delay its completion).
- The St. Albans council undertook a survey of the transition needs of the city's high school population. It hired a consultant to conduct the survey, but by the time some teacher resistance was overcome and the necessary administrative arrangements were made, the council had begun experiencing internal difficulties and analysis of the survey was postponed.
- The Sioux Falls council staff conduct on-going research and needs assessment activities as a major part of their responsibilities to CENCOAD, their parent organization. One such survey revealed a need that had not been previously identified by the council or its staff--the importance of involving parents more effectively in local youth transition activities.

To summarize, education and work councils encountered numerous obstacles in attempting to conduct local needs assessment activities. Limited staff, the lack of centralized, local data sources on youth, and poor cooperation from employers and sometimes from schools all impeded council efforts to acquire information necessary for establishing specific objectives for their operations.

3.2.2 Public Awareness

The purpose of local public awareness activities was generally two-fold: first, to make the public aware of local youth transition problems, and second, to gain support for the local education and work council. Media public relations and community forums were the most popular public awareness activities conducted by councils. Four councils, including both "facilitative" and "program oriented" councils, undertook each activity as a major part of their operations. Community visitation days were not sponsored by education and work councils, perhaps because this activity was resisted by schools seeking to minimize classroom disruption.

Although NMI encouraged councils to undertake public awareness activities, several councils limited their conduct of this type of activity. The Santa Barbara council conducted neither public relations nor community forum activities because the powerful elite who comprise the council did not see the need for broad public support of its activities. The Sioux Falls council conducted community forums but not public relations activities. The council's staff and parent organization focus their attention on research and policy issues pertaining to youth transition. Community input was important to them, but media publicity for the education and work council as such was a lesser priority. The Puget Sound council aligned itself with its parent organization, Private Sector Initiatives, Inc., and sought primarily private, not public support for its activities. In its first year and a half, the Bayamon Council conducted numerous community forums but avoided excess publicity. Members of the Bayamon council discussed the issue when an important publicity opportunity arose less than one year after the council had been in operation. The council chose to eschew the publicity in favor of and strengthening its own cohesiveness first.

In general, councils did not undertake public awareness activities to achieve specific results, and there is no evidence that councils which engaged in public awareness activities developed at a faster pace than councils which did not. Indeed, some councils learned that too much publicity or premature publicity can cause dissension among council members, and that publicity may be most valuable when councils have developed some sense of security about themselves first.

3.2.3 Student Development

Unlike research activities which were conducted primarily by staff, and public awareness activities which were performed by both staff and council members, student development activities primarily involved the council members, usually the business and education representatives. The primary focus of these activities was in-school youth; their purpose was to increase student knowledge of and experience with the world of work. The most common student development activities included career speakers, site or plant visits, shadow experiences and the development of career resource centers and community resource banks. Council members either conducted the activity themselves (such as speaking to youth about a particular career or occupation or leading students on a plant tour),or engaged others from their organizations in the activity's implementation. Some councils did not conduct student development activities directly, but rather facilitated their conduct. In a minority of communities, usually rural or without a history of community involvement, student development activity was innovative or new to the community. In other communities it represented an expansion of similar activities, involving larger audiences, more frequent activities, or the addition of some new activities. In two of the 12 communities visited, the council was perceived as seeking to replace existing structures and programs in its chosen role as facilitator of student development activities. A sample of the types of student development activities conducted by councils is given below:

- The Sioux Falls council coordinated the development of a shadow work experience program in a rural high school. Several council members were involved in different aspects of the program: in gaining support from local organizations like NAB and the Job Service; in leading the council to a university professor who had created curriculum materials for such a program; and in volunteering and approving the use of one rural high school as a pilot site. Twenty-two students were enrolled in a career awareness class for six weeks, preparatory to their one-day shadowing experiences. Persons to be shadowed were also briefed as to their responsibilities by the program's collaborators. Afterwards, feedback from students, employers and shadowed employers was obtained.

- In Bayamon, individual council members--usually educators and business representatives--participated as speakers or as referral sources for speakers in all-day seminars for secondary school aged youth and school guidance counselors. In one seminar, the morning speaker engaged the 80 youth present in exercises in career decision-making, while the afternoon speakers described their own occupational backgrounds and the details of their jobs. Although this program had been conducted by the Interamerican University of Puerto Rico, Bayamon's parent organization, the University agreed that its program had not been successful and allowed the council to take it over.
- The Livonia council helped to implement the Michigan Occupational Information System in 12 sites, including four public high schools in western Michigan. They influenced the Wayne County Office of Manpower to provide $114,000 for computer programs, the Livonia CETA Office to contribute about $17,000, and the Livonia Public Schools to provide $9,516 for the maintenance costs of terminals located at these facilities. High school and out-of-school youth can use these facilities to learn about the job requirements of various occupations.

As Figure 3-1 illustrates, there are a few activities commonly classified as "student development" that were not undertaken by the education and work councils we investigated. These include: internships, work-study programs, alternative semesters and contract apprenticeships. There are at least two possible reasons why the councils did not undertake these specific efforts. First, each of these activities requires broader and more intensive participation by a community's business and educational institutions than the activities previously described. Since councils were not at a stage in their development where most of them felt comfortable about their role or their power in the community, it is not surprising that they shied away from activities which involved substantial resources outside of the council membership itself. Business representatives, in particular, were reluctant to involve superiors in their organizations or colleagues in their own or other firms, unless they felt sure that such an action would benefit all concerned. This attitude was not prevalent in all councils, but it did keep some councils from broadening their scope and expanding business participation in council activities.

A second reason why these particular activities were not undertaken may involve the nature of educational participation on most councils. As previously mentioned, representatives of public high schools were most frequently represented and most active on councils. Educational institutions which serve out-of-high school or alternative school populations were less frequently represented or active in council activities. These types of institutions, including community colleges, vocational institutes and alternative schools, often have a mandate to develop internship, work-study or alternative semester projects that are not provided by traditional high schools. Moreover, today's educational environment makes it unlikely that traditional high schools will engage in such projects. Declining enrollments, pressure to keep local property taxes down while increasing teachers' salaries, and the "back to basics" movement in education all put pressure on traditional educational establishments to do away with any programs that dilute the importance of the school and the teacher. The programs that get dropped are often those that involve career education, including work-study, alternative semester and internship projects.

The conduct of student development activities by education and work councils is not a new or unique contribution of education and work councils. Other community councils and programs often sponsor similar activities. As a result of conducting these activities, however, education and work councils have begun to relate concretely to their communities. Although the councils may come into conflict with other community organizations in the process, conduct of these activities may be a necessary step if councils are to legitimize themselves as community organizations and carve out a role for themselves as one such institution. What remains to be seen is whether councils will go beyond this stage and begin to involve broader and more intensive community participation in activities and projects that are not currently available in most communities.

3.2.4 Staff Development

Eight councils conducted at least one or two major staff development activities. These activities were designed to improve the skills and knowledge of, and resources available to, the community's youth service providers. This group primarily includes members of community service organizations, school teachers and guidance counselors, but occasionally includes representatives of business as well. Some activities, like the preparation of community resource directories, were completed by staff. Others, like in-service workshops, utilized the resources of council members and institutional affiliates of council members. A few specific staff development activities are described below:

- The Mesa council staff developed a "Youth Counselor's Guide". The guide is in three parts--"Social Services", "Proprietary Schools", and "On-site Programs". Each part begins with an alphabetical index. In the case of the section on social services available to Mesa youth, 88 agencies are listed. Contact information for each program is provided, along with a statement of the program's purpose, participation guidelines, sources of support, user costs, types of youth served, social services provided, etc. The proprietary schools listing includes 101 schools, with information on accreditation, loans, staff and student enrollment, class schedules, entry requirements, etc. At least 175 guides have been distributed.
- A few councils either co-sponsor, or were attempting to co-sponsor, Career Guidance Institutes. The Puget Sound council co-sponsored a month-long institute with the Tacoma Metro National Alliance of Business and the Tacoma Community College. Public school educators and public sector officials attended the institute, designed to increase educators' awareness of the business world and of specific occupations and their requirements.

  Council members helped convene the institute and acted as keynote speakers. The Bridgeport council executive director assists the NAB metro office with its Career Guidance Institutes, which serve approximately 30 area teachers, counselors and school administrators in eight-week sessions, familiarizing them with the operations of 25 local companies and 300 different jobs. The St. Albans council is hoping to participate in a Career Guidance Institute recently proposed by the Chamber of Commerce in St. Albans.

- The Santa Barbara council, in conjunction with NAB, the Office of the County Superintendent of Schools, the local Employment Development Department (Job Service), and five high schools obtained a $260,000 Youthwork grant to initiate an employer-based counseling program for 500 youths from participating area high schools. The council is responsible for one task under the grant--the recruitment and training of 250 employer-based counselors. At the time of our site visit, council members had recruited over 125 counselors and the executive director had held several training sessions.

3.2.5 Administrative or Policy Concerns

Although councils did not attempt to influence policy, particularly when that involved coordination with state or federal level actors and activities, several councils did seek to address issues of current concern, such as sex role stereotyping. Figure 3-1 reflects the policy issues that councils, particularly council staff, became involved with. There were activities in four sites (Philadelphia, Puget Sound, Sioux Falls and Worcester) which focused on counter-acting sex role stereotypes. The Philadelphia council convened a team of people concerned with helping young women in school to pursue vocational education geared to nontraditional careers. The proposal was subsequently funded for $190,000 by two agencies of DOL, the Office of Youth Programs and the Women's Bureau. The YWCA runs the program, which has enrolled 100 women. The council's executive director was responsible for locating the funds through his contacts with DOL, and the council continues to support the program through informal technical assistance provided to the staff by the executive director and through several key members of the council who participate on the program's oversight committee. The Worcester council's staff was awarded a $30,000 grant to train CETA staff in the reduction of occupational sex stereotyping. The Puget Sound council's Center on Work and Productivity previously focused exclusively on youth, but a new thrust directed at adult groups with unemployment and underemployment problems, including primarily women and handicapped persons, is being institutionalized in the Center. The staff of one council, Sioux Falls, devoted primary efforts to conducting research that could affect local, state and federal policies in a variety of areas pertaining to youth transition, including sex-role stereotyping.

Three of the four administrative/policy concerns which no council or only one council engaged in represent activities which necessitate involvement with jurisdictions beyond those of the councils themselves and involvement with the regulatory process. Inter-district/state collaboration, credentialing, licensing and certification procedures, and statutory restrictions all entail working with "higher" level bodies such as state legislatures or agencies beyond the confines of the council's primary mandate, including school boards, industries, unions, and other groups in neighboring communities. Such activities require special knowledge (e.g., of legislative or decision-making processes), a great deal of effort, and frequently, pre-existing personal contacts. Indeed, the one council which engaged in statewide collaboration, Philadelphia, has an executive director who had previously established contact at the state level. Furthermore, a former Philadelphia education and work council member now holds a key policy level position in Pennsylvania state government. In short, education and work councils are community councils, and their focus of attention has usually been their immediate community. Even though state and federal policies affect local transition efforts, council members usually preferred to conduct and facilitate concrete activities in their own community than to influence state or federal policy vis-à-vis youth transition.

3.3 Activities and Community Needs

Council activities were also examined to determine whether the activities constituted new ventures in the community or whether they had already been implemented in the community by other agencies and were merely being continued or expanded by the councils. In Bridgeport, council activities were similar to those undertaken by the NAB metro office except that additional staff, namely the Bridgeport council's executive director, became involved in those activities. Other sites built upon existing services in the hopes of improving them, some with controversy and some without. For example, the Worcester council attempted to take over field experience clearinghouse activities previously undertaken by two other institutions in order to be able to provide more coordinated service. The Bayamon council encountered less controversy than Worcester in attempting to take over a seminar program, presumably because the Interamerican University which had been conducting the program and which was the council's parent organization, approved the action. Indeed, by adding incentives like free meals and by adding more speakers from different occupational backgrounds, the seminars have achieved greater popularity under the council's direction. In short, most councils have undertaken activities which, if they are not unique to their communities, at least represent an attempt to improve existing services.

3.4 Activities and Council Goals

One possible indicator of effective council management and leadership, and hence of early developmental progress, might be the extent to which a council's activities conform to its expressed goals. The councils revealed a wide range of congruence between goals and activities. There was a good match between goals and activities in four sites (Livonia, Philadelphia, Santa Barbara and Sioux Falls), partial congruence in two sites (Bayamon and Puget Sound), and little relationship between activities and goals in one site (Mesa). At the time of our visit, goals had not been well specified in St. Albans, aside from a brief discussion in the original proposal to AACJC, while in Lexington the staff and council members frequently updated goals. Documentation is lacking in the last two sites (Bridgeport and Worcester) to assess this dimension of council activity. Three of the four councils whose activities matched their goals most completely are also sites in which considerable council activity was undertaken (Livonia, Philadelphia and Santa Barbara).

A few sites attempted to evaluate the extent to which their activities fulfilled their goals. Bayamon and St. Albans were required, as a condition of their AACJC contract, to be evaluated, and both apparently benefited from the results. The evaluator of the St. Albans council pointed out the importance of cutting council ties with the local community college if the council was to establish its own identity and provide service to high school-aged youth. Staff and membership of the Bayamon council also took its evaluator's findings to heart, seeking to involve key sub-sectors (e.g., the media) which were not previously involved in council activities. The Sioux

Falls council commissioned a process evaluation which helped to provide the council with some suggestions for restructuring itself. Finally, several councils utilized simple feedback instruments to evaluate discrete council activities.

3.5 Participants and Recipients

The number and type of individuals who participated in council activities varied according to the type of activity being conducted. The number and type of individuals who engaged in council activities also varied considerably across sites. In sites such as Bridgeport, Livonia, and St. Albans, only one or two persons implemented the majority of activities. In other councils such as Philadelphia and Puget Sound, several people participated in directing activities. In five councils (Bridgeport, Livonia, Mesa, St. Albans and Worcester) activities were run almost exclusively by staff members, sometimes with the assistance of one or two council members. In four sites (Lexington, Philadelphia, Santa Barbara and Puget Sound) council members were heavily involved along with the staff. In those sites in which council members were involved in activity implementation, education sector representatives participated in more council activities than did members representing in any other sector. For example, the Mesa council's youth service agency conference was organized largely by that council's executive director and its high school (career education) representative, although other council members participated as group leaders and discussants.

There appears to be a relationship between activity level and membership involvement. Active sites (Lexington, Philadelphia and Santa Barbara) experienced extensive member participation in council activities. The staff of the Livonia council conducted much of the council's business without the visible involvement of its membership, although there was considerable "behind the scenes" involvement by council members.

Although an examination of sectoral participation in council activities failed to reveal any definite patterns, some patterns emerged from an analysis of which sectors were the intended recipients of council activities.

Teachers were the beneficiaries of at least one major council activity in every site except Bayamon and Sioux Falls, and school counselors were the intended beneficiaries in one of these sites and in four others. Council members themselves were the target audience of one or more major activities in eight councils. Whether as facilitators or implementors, six councils focused at least one activity on secondary school students, and four other councils sponsored activities designed for youth in general. Thus, ten councils devoted some time, either through their staff, their membership, or a subcontractor (in the case of Mesa) to helping youngsters.

It is interesting to note that three councils (Livonia, Philadelphia, and Puget Sound) have made plans to expand their original target audience of youth to the adult population. Projects focusing on adults were just getting underway in one site (Puget Sound) at the time of our visit, and being actively sought in two others (Livonia and Philadelphia). On the other hand, Jamestown, a site not considered for purposes of analysis in this chapter because of its exclusively adult focus, was expected to expand its mandate to include youth but failed to do so.

Business was a target of council activities in five sites (Bayamon, Mesa, St. Albans, Santa Barbara and Puget Sound). In the first three of these sites, the activities primarily involved making business groups aware of the council's existence, of local youth transition issues, or of programs they could participate in to hire disadvantaged youth. Government agencies, in particular youth-serving agencies, were a target group in five sites (Bayamon, Lexington, Mesa, Philadelphia and Puget Sound). The general public was targeted for one or more activities by only three councils (Bayamon, Lexington and Sioux Falls). In no site was labor a recipient of a council activity.

Clearly, the three major audiences of most councils have been their own members, school teachers and guidance counselors, and youth (whether in school or at large in the community). Less attention has been given to activities targeted to business, government and labor. If we consider multiple sectoral affiliations of the recipients of council activities to be an indicator of a council's growth, then this limitation is further corroboration that councils are at a pivotal point in their development.

The fact that educators were the most frequent participants in most councils' activities and also the most common recipients of them indicates the need for other sectoral representatives to become more involved in initiating council activities and for more activities to be aimed at sectors other than education. For example, business representatives need to become more active in initiating council activities aimed at other businesses in the community. Otherwise, councils may become overly involved in the activities of the educational sector to the exclusion of activities, like job training and placement, that occur in the private sector and in community based organizations and which are essential to successful youth transition. Moreover, without such a broadening of focus, the councils themselves will not become established as community organizations.

4.0 THE ROLE OF ENVIRONMENTAL FORCES

Each council's development has been affected by contextual factors. These factors are termed "environmental forces" to distinguish them from variables pertaining to the council itself--its membership, staff, leadership, etc.--described in Chapter 2.0. Environmental forces create a local context for each council's development. Our investigation of environmental forces in 12 council sites found that these forces played a minor role in the early development of most councils, compared to the roles played by leadership and member participation. Some forces, such as the council's parent organization, are critical in the early development of a few councils, and some parent organizations continue to have substantial influence over councils. Other forces, such as the politics of a school board or town council or the magnitude of the youth unemployment problem, have had less influence on council development up to this time. As developing councils become more integrated into their communities, however, it is likely that environmental forces will begin to play a larger role in the evolution of local councils.

This chapter discusses the various environmental factors which have affected council development. The first four factors considered are those environmental factors used in our site selection procedure: pre-Consortium council history, federal intermediary, type of locality and existence of other major youth programs. Other external factors examined include: the role of the parent organization, the community's traditions and values, the community's economic situation and the community's politics.

4.1 Pre-Consortium Council History

One of the differences among the 12 councils is their prior history. Although a few councils were already functioning as councils when the Consortium was founded, other councils were first introduced into their communities as a result of the availability of DOL funding through the Consortium project. There were, as well, a number of councils which occupied a middle ground, with an interest group already formed or a few key individuals in the community having discussed the idea.

Our original hypothesis was that councils which were existing prior to the Consortium project might be further along in their development than new councils. They may exhibit better attendance levels at council meetings, more active and broader participation of council membership, and more activities that involve linkage with institutions and individuals outside the councils. Based on a sample of twelve, including only two which were existing prior to the Consortium, it was difficult to confirm or deny this hypothesis. However, the examples provided by the two councils which pre-existed the Consortium do provide some insight into the challenge that having a history confers on an education and work council.

In joining the Consortium, the Worcester Area Career Education Consortium's director hoped to be able to guide the council away from conducting specific projects, and towards a facilitative role in the Worcester community. NMI funding permitted some financial support for this purpose to supplement the extensive grant support that the council was already receiving to conduct specific projects. This process orientation would have engaged the Worcester council in a wider network of community relations, as a clearinghouse for Worcester's programs and services aimed at improving youth transition. Even though the Worcester council included representatives of these programs among its membership, its executive director encountered internal and external resistance to this initiative, and the council was forced to retain its project orientation. Consequently, the fact of this council's pre-existence did not enhance the speed or effectiveness of its role transformation in the community. Indeed, pre-existence may have been a hindrance in this case. The council's reputation for conducting projects was perhaps too valuable to tamper with.

While the Worcester council's executive director sought to use the NMI funding to change the role of the council in the community, the Livonia council's director sought to change both the role of that council and the council service area. The executive director of the Livonia council sought to broaden the council's purview to include the entire Wayne County area.

Thus, the council's service area would include less affluent cities such as Detroit, along with more affluent communities such as those represented by Livonia. Curiously, the Livonia council's executive director sought to build up the project orientation of the council. A key goal was to establish the council as the Wayne County CETA's Private Industry Council, with an ability to administer funds and operate projects. As in Worcester, there was opposition to these initiatives from the council membership, many of whom resided in Livonia, although the Livonia council's executive director was successful in changing the service area of council activities.

The moral in both of these stories is that council leaders who expect to use new monies to change the role of existing councils can also expect opposition from existing council members who may be comfortable with the status quo. Worcester council members were comfortable with that council's project orientation and uneasy about its becoming "process" oriented. The Livonia council members, many of whom resided in Livonia, were reluctant for the council to expand to serve a larger area, but were convinced to do so by the increased prospects for power and control over resources that such a move would permit the council.

Interest groups that were to become councils experienced some of the same difficulties in becoming a Consortium council. Among this group are Philadelphia, Puget Sound, Mesa and Sioux Falls. In each case there was a community group concerned either with youth or with inter-sector collaboration already existing when NMI began screening sites for possible Consortium members. In each case, joining the Consortium as an education and work council meant that either the group's focus or its membership had to be broadened. With such changes came growing pains and, sometimes, controversy. The independent development of the Sioux Falls and Puget Sound education and work councils was hampered by their linkages to parent organizations. Since that time, there has been a division of labor between the CENCOAD staff and the council in Sioux Falls which may ultimately serve to strengthen that council's independence and foster new council leadership.

Mesa and Philadelphia present more extreme cases. The Mesa council initiators were insufficiently involved in the selection of an executive director and were unsuccessful in their attempts to distinguish the respective roles of the education and work council and the local career education advisory council. Some early membership recruitment efforts faltered, then some of the Mesa council's key actors resigned. To compound these problems, the council's executive director was inexperienced and could not manage the identity crisis confronting the new council. Thus, in this situation, a variety of problems contributed to the original interest group's failure to capitalize on its previous experiences. In Philadelphia, an original activist on the Philadelphia advisory council on career education led the NMI grant effort and was chosen by a group of his colleagues to become the executive director of the council, once it was formed. The individuals were successful in articulating a council focus on CETA youth-serving agencies and an interest in performing a function that was clearly not being performed by any other group. The leadership, and the members' involvement in the choice of leadership, were probable factors in the achievement of the desired transition in this case.

The third group of councils were new. They had neither an internal organization nor an external reputation. Their challenge was not to extend and solidify their membership or to develop or re-cast their reputations in the community, but rather to inseminate a few key people with the community collaborative council concept, so that the development of internal organization and external reputation could follow. A potential liability in the early development of each of these newly-organized councils was their connection to a parent organization which (often) supplied the funding and the executive director. In Bayamon, St. Albans, Bridgeport and Santa Barbara, the funding and executive director were supplied in this way, prior to membership organization. In the first two of these sites, this sequence of events did set the council's development back. Each has since hired a new executive director, chosen by the membership, and their progress in terms of internal organization and development of community image or purpose have improved. In each case, too, the original parent organization is no longer

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provide a mechanism through which local councils could receive technical assistance and share information with each other. DOL also chose three intermediaries in order to study the effects of differences among them. For example, how would the on-site presence of a federal intermediary affect the councils? How would the orientation and style of the federal intermediary affect the councils? How would the circumstances under which the intermediary became involved in the Consortium affect its relationship with the councils? These questions are answered below, following a brief description of the nature and extent of intermediary-council relationships.

NAB-council relationships

The Washington NAB office was asked by the DOL to locate and fund education and work council activities in five localities. Once the Washington office had identified the five NAB metro offices to receive $25,000 each to support education and work councils, its job was effectively done. The education and work councils selected by NAB had little direct communication with the NAB office in Washington, D.C. Communications were infrequent and usually initiated by the NAB metro office. When contact was initiated, it was usually for the purpose of obtaining information on NAB-sponsored programs or news of upcoming legislative initiatives. The NAB office in Washington, D.C. rarely initiated contacts with local councils. NAB-sponsored councils received most of their information from the clearinghouse activities of NMI and some relationships they had established with other AACJC or NMI-sponsored councils in their geographical area. No substantive technical assistance was provided and little was sought. The NAB-sponsored education and work councils were, moreover, not necessarily under the control of the local metro office. Formal reporting to NAB included brief quarterly reports, annual reports and periodic financial reports.

AACJC-council relationships

DOL asked AACJC to participate in the Consortium project by locating community colleges willing to administer education and work councils. AACJC was given extra funds to support these councils--$50,000 for each council. To distribute these funds, AACJC issued a request for proposals. After selecting the colleges to receive awards, the Washington office of AACJC tried to maintain a constructive, non-directive relationship with its newly funded councils. Information exchange between the Washington-based AACJC and the two AACJC councils investigated in this study was frequent. AACJC responded to council requests for information, and initiated information exchange. AACJC staff visited all the councils at the outset of the project to address the membership, and returned at least once to monitor council progress and provide assistance. AACJC staff from Washington also maintained frequent telephone contact for sharing information, solving problems or just listening. Unlike the NAB metro offices, the local AACJC-affiliated community colleges exercised greater control over council development, and the Washington Office of AACJC occasionally intervened to prevent the colleges from exercising too much influence. For example, early in 1977, Washington staff voiced concern over the St. Albans council's dependence on the Community College of Vermont. AACJC was concerned that because of the College's influence, the council was not concentrating on youth but on the College's own, older constituency. The St. Albans council subsequently severed ties with the Community College of Vermont.

Formal reporting by AACJC-sponsored councils included monthly progress and financial reports, annual reports and evaluative case studies (mutually developed by AACJC and the councils).

AACJC councils also participated in NMI-sponsored clearinghouse activities, and the Consortium's first dissemination conference in Burlington, Vermont was in fact hosted by the Vermont council. The St. Albans council director has been actively involved in the development of the new Consortium.

NMI-council relationships

The NMI staff were the architects of the community education and work council concept, and its most ardent supporters among the three intermediaries. NMI encouraged the councils and the concept of collaboration that they embodied in several ways. Willard Wirtz or other senior NMI officers addressed opening sessions of many councils. NMI program officers maintained telephone contact with the councils, visiting occasionally to provide guidance and exchange information. They provided each council with affecting council decisions. Santa Barbara presents the exceptional case, in that the Santa Barbara NAB did not intend to become involved in council activities, except in contacting key members who could in turn contact others and form a council. Indeed, the Santa Barbara NAB office's recognition of the need for council independence, and its ability to attract high-level, powerful community leaders to organize the council, were factors in the quick development of this council into an independent community pressure group. The Lexington council was also newly developed. It did not have a parent organization which could affect its development, and its early growth was primarily affected by other factors.

To summarize, we found that councils that had a history in their communities, or those that had interest groups established, were not necessarily able to use their history and experience to advance their early development. The councils that were able to do so benefited from persuasive and independent leadership and broad agreement of the members to form an education and work council or alter the role of an existing one.

4.2 The Federal Intermediary

All councils had a federal intermediary who provided seed money and varying degrees of influence and direction. Two of the councils studied were sponsored by AACJC and two by NAB. The remaining councils were selected by NMI. The councils and their intermediaries are listed again here:

AACJC

St. Albans
Bayamon

NAB

Bridgeport
Santa Barbara

NMI

Jamestown
Mesa
Lexington
Worcester
Sioux Falls
Puget Sound
Philadelphia
Livonia

The primary function of the federal intermediary in the Work-Education Consortium project was to de-federalize the project's image, and a copy of The Boundless Resource, urging particular attention to Chapter 4 which describes the concept of a collaborative, local education and work council. NMI also sponsored a number of conferences for members of the Consortium, including four regional dissemination conferences for council staff, council leaders, and other interested community officials.

As the leader of the collaborative council movement among the intermediaries, NMI was expected to provide a great deal of technical assistance and information exchange to councils. All councils praised NMI for its responsiveness to requests for information. The conferences were also cited as beneficial, particularly by those councils that utilized the opportunity to engage in detailed discussions of how to establish and guide a council's early development. The information exchange generated during these meetings continued primarily between NMI and individual councils, and to a lesser extent among the councils themselves. NMI's information requirements of councils were also extensive. NMI required detailed quarterly progress reports and financial statements. As with all intermediaries, NMI also required its councils to provide considerable documentation in their annual proposals for continued funding.

Because of their high expectations, some councils were inevitably disappointed in the extent of technical assistance provided by NMI. NMI did not try to provide direction. Most councils appreciated this, but at least one council was frustrated by it. A few councils were also disappointed in NMI's lack of aggressiveness in seeking future funding sources for the Consortium councils. Even though NMI had encouraged councils to locate local sources for future funding, many councils still expected NMI to obtain grants for them and to exert influence on their behalf.

The problem of expectations helps to explain the differences in relationships between the federal intermediaries and their locally-sponsored councils, certainly where NMI and NAB are concerned. In contrast to the NMI councils, the NAB councils had no expectations, and generally perceived themselves as receiving funds to support an executive director to expand existing activities. In a sense, their focus was the most locally determined of any of the intermediary-sponsored councils, simply because they had so little direction and no demands placed on them from Washington.

Consistency of message to the councils was also a problem which plagued each intermediary at various times. NMI, in particular, was naturally caught between its zeal for the Consortium project and its desire to be non-directive. The result was that NMI's role was often unclear to council members and staff. AACJC staff also had some trouble initially in locating the correct balance between intervention and non-intervention. Moreover, both NMI and AACJC had received additional funds from DOL to sponsor education and work councils. Each felt accountable to DOL for the program's development. NAB, which had not received any additional funds, avoided the problem of mixed messages by hardly intervening at all in the progress of councils' development. Since there were no additional funds involved, NAB probably did not feel as responsible for the councils' development as AACJC and NMI did.

The business orientation of the National Alliance of Business and the Chamber of Commerce probably affected the style more than the substance of council activities. The NAB councils are smaller and their decisions are made more efficiently than in NMI and AACJC councils, but the issues of concern to the membership and the activities undertaken by them are quite similar to those of councils sponsored by other intermediaries. In AACJC, NAB and NMI-sponsored councils, for example, one finds the pattern of concentration upon what the educational sector should do to alleviate transition problems. Council activities are infrequently directed at what business should or can do to ease youth transition. Santa Barbara's council provides an exception, however, in that it has successfully engaged 150 employees of area employers as "youth counselors" for a Youthwork program. No other council in our sample successfully involved the local private sector to that degree.

Although NMI is not linked with any particular orientation by name, most of the NMI staff that councils came into contact with were research and policy-oriented. The primary way in which this orientation came across was in respect to NMI's emphasis on "collaboration" and on a process orientation. No council, NMI or otherwise, disputed the importance of collaboration and the facilitative or catalytic role the council could play, although in one or two cases the words seemed to get in the way of action. In short, NMI's orientation, like NAB's, also affected the style of some of the councils.

Education and work councils sponsored by AACJC are not necessarily affected by that organization's educational orientation. The effect here is largely that produced by the circumstances of the local community college and the conceptual and practical guidance given by Washington-based AACJC staff.

Overall, the role of the federal intermediary in council development was minor compared to the role played by council leadership, nature of the membership and membership participation. The most serious problem in the use of a federal intermediary was the uncertainty of roles and expectations this arrangement created among federal intermediaries and between intermediaries and councils.

4.3 Type of Locality

Some researchers of education and work councils have suggested that such councils may be most appropriate and therefore, most successful, in rural areas where there are limited resources for inter-sectoral activity and where career and vocational education programming is lacking.[1] Two of the councils we visited were classified as "rural." In these areas education and work councils appear to be valuable for all services, particularly those which bring specific projects or activities to remote locations.

The value of councils in urban areas may be measured precisely by their ability to steer clear of duplicative involvement in the delivery of services--facilitative or otherwise--performed by other agencies or groups. Moreover, this is true in both large and small cities. Through general revenue sharing, small cities are sharing in the proliferation of new funds and programs for all types of social welfare purposes, and they now appear to be facing the same types of coordination problems that plague large urban areas. The experience of councils like Mesa, population 136,000, and Worcester, population 200,000, are good examples of this.

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[1] Gregory Wurzburg et al, "An Assessment of Community Work Education Councils: 10 Case Studies," unpublished paper, November 4, 1977.

4.4 Existence of Other Youth Transition Programs

Another key aspect of the community context which is somewhat related to the community type and size factors is the presence or absence of other major youth transition activities. It was thought that councils operating in program-rich areas would choose to de-emphasize programs in favor of either brokering activities or other non-program modes of operation.

The presence of other major programs is, indeed, restricted to small and large cities. There are major youth transition activities in Puget Sound, with a Youth Job Entitlement Program, and in Worcester, Philadelphia, and Mesa with federally funded career education programs. In each case the council operates independently of the programs already in place, and the councils do not use council members or resources to expand the impact of these other programs. Nor were these the councils that de-emphasized programs--although Philadelphia and Puget Sound do come close to taking on a brokering role.

In smaller areas serving primarily rural populations, there are few transition programs underway. The Sioux Falls council, for example, chose as one major activity a six-week career education course followed by a two-day shadow program for 22 high school students from a small town 30 miles from the city. There was consensus among council members and townspeople that nothing in the way of transition programs would otherwise have been provided. It would appear that the choice of council role or mode of activity, as one objective in council development, is considerably clearer for council members in communities which serve rural areas and which have no major youth transition programs.

4.5 Community Traditions and Values

Perhaps the most obvious way in which community traditions and values affect the development of education and work councils is in their ability to gather volunteer resources to participate on these councils. Most councils were able to create a membership roster of between 11 and 41 members within a short time after notice of grant award. The tradition of voluntarism in American communities demonstrated itself in the creation of these councils. Early support for the education and work council was particularly enthusiastic in Mesa, where the resources and influences of the Mormon church, and its emphasis on community self-help are behind many of that city's volunteer efforts.

In one site, a high degree of active, voluntary participation on the education and work council was achieved in the absence of a community tradition of voluntarism. Council leaders in Bayamon, Puerto Rico, used other means to induce members to join and maintain their steady involvement in council meetings and community-oriented activities. Meetings have been held in reserved rooms of favorite restaurants. Council members meet at 7:30 P.M., conduct their business, and adjourn for dinner at about 9:00 P.M. Awards are sometimes presented to council members at these meetings, in recognition of their performance of some outstanding community service. Perhaps more important than these incentives, however, is the perseverance of the executive director in maintaining regular telephone and personal contact with council members, contact which often must occur in the evening at council members' homes. In the absence of a community voluntarism tradition, special incentives and a special effort on the part of council leaders may be especially important to the council's early development and its ultimate perception of itself as a valuable community institution.

4.6 Community Economic Situation

One environmental factor which can affect the initiation of a council, its ability to decide upon goals, and its choice of role and activities is the community's economic situation. Elements of the community economic situation may include the level of youth unemployment, the rate of student drop-outs, or the percentage of households in poverty. In very few communities were data on current levels and trends in these areas collected, partly because it was unavailable and partly because councils simply did not try to collect it.

From talking to council representatives and reviewing councils' funding proposals, the two dominant "economic" concerns were school dropouts and unemployed youth. Many councils were frustrated in not knowing the magnitude of the problem; some that attempted to invest substantial resources in studying the magnitude of these problems found themselves bogged down and unable to proceed to "activities." In addition, some council members, usually educators, pressed for consideration of the problems of a broader youth population. Members of this broader youth population, such as teenage mothers or youths in single-parent families, were not selected as target groups for council activities.

In a few sites, the council suffered from a sense of being a solution in search of a problem. In sites with a solid economic base and an abundance of "youth jobs" (fast food and temporary work), councils often found themselves floundering for lack of a sense of urgency. Although experience in "youth jobs" may not necessarily improve the chances of a smooth transition to a more permanent career, the availability of work and the eagerness of youth to take jobs created uncertainty of purpose among councils in such communities.

In sites where youth unemployment was perceived to be a problem because of a poor or deteriorating economic base (Philadelphia, Bridgeport, Bayamon, Sioux Falls surroundings, Livonia surroundings, and St. Albans), the councils surprisingly chose not to focus their efforts on job creation, but rather to lend active support to career education. In contrast, the councils which became involved in job creation programs (Puget Sound, Mesa, Santa Barbara and Lexington) were by and large in areas where jobs were most available. This tends to support the finding that councils tended to tackle problems that they perceived as within their grasp, rather than to tackle problems which they felt would take far greater resources than they had.

4.7 Community Politics

The history of volunteer efforts such as those represented by education and work councils illustrates how these efforts use three major strategies, sometimes in combination, to achieve their ends. Education, collaboration and confrontation are these three strategies. Confrontation becomes a relevant strategy when power, or control over resources, becomes important to a volunteer group. The intermediate objective thus becomes gaining greater control over resources.

For three of the 12 education and work councils we visited, gaining greater control over resources was an important intermediate objective in their goal of improved youth transition. In Philadelpia, for example, the council became an advocacy organization for community-based organizations in the city seeking their piece of the local revenue sharing pie. Moreover, the Philadelphia council acquired power via some of its members. The Philadelphia council was in turn able to use its position to successfully convince the Commonwealth to open up a third GED testing center at a local community college in the Philadelphia area, to help reduce the backlog of applicants waiting to take the GED test. In Livonia, the council director felt constrained by the political situation there (conservative municipal government) as well as the economic situation (low unemployment rate). He successfully steered the council toward a broader target area in which greater resources would be available. In particular, the Livonia council was seeking to become the local PIC. The Santa Barbara Council acquired power primarily through its members, and with this power they were able to act to prevent the elimination, in a Proposition 13 environment, of a youth transition service provided by Santa Barbara's schools. First, an ad hoc committee of the council went before the school board to ask it to endorse the council's career education policy. The school board did so. Later, when the school board was considering eliminating the career technicians in the high schools and junior high schools, the same ad hoc committee returned to the school board and asked it to uphold its endorsement of the council's policy by not eliminating the technicians. This two-step strategy prevented the elimination of many of these positions.

The Santa Barbara example is particularly noteworthy because the decision to confront the established power structure was made by, and carried out with full support of, the entire membership.

Unlike the above mentioned councils, which used confrontative as well as educative and collaborative strategies to achieve their ends, most education and work councils were apolitical. They did not seek to initiate confrontation with the existing power structure or to acquire control over resources. On the other hand, few councils escaped the impact of local politics and local political events, much as they might have wanted to. The Bayamon council's development has been strongly affected by the local political milieu. The University under whose auspices the council is operated is a haven for partisans of the party that is currently out of power. The council membership, on the other hand, represents a bi-partisan group. In order to develop the council as a community youth transition service provider, its leadership has had to operate very deliberately to avoid situations which would pit the University against the power structure and force the council members to "take sides." One such situation was averted early in the council's development when the council had voted to organize a career day for high school students. The Department of Education, controlled by the party in power, rejected the council's call for a career day, arguing against removing so many students from school for a day. Numerous attempts to confront the Secretary of the Department failed. Council leadership subsequently decided not to pursue the matter and embroil the council members in controversy. While recognizing that such controversy might eventually be necessary, the leadership of the Bayamon council felt that maintenance of council solidarity was more important in the short run and would in the long run make the council more able to take bi-partisan stands and become a respected, powerful community institution regardless of which party is in power.

A structural impact of politics on the councils was found in Lexington. The mayor was one of the council founders and personally attracted a number of members. When the mayor announced he would not run for re-election, some members became less active. The council's development was thus temporarily slowed. This has been the case also in other councils where key early leaders bowed out or reduced their involvement in council activities before the council had developed enough of its own leadership resources.

A final example of the impact of local politics on the councils concerns Worcester. As a result of pressure to cut budgets, the Worcester

School Committee tentatively voted to eliminate the job of Career Education Coordinator. The individual with this job was a key council member, and the council was faced with a controversy regarding whether or not to fight the School Committee's decision. The Chamber of Commerce, with which the council shares office space, agreed to write a letter in favor of retaining the Coordinator's job, although that action conflicted with the Chamber's stand on limiting public expenditures. A number of council members were also reluctant to oppose a cost-cutting measure. When the council "went out on a limb" in favor of the Coordinator and lost the battle, the council became divided between those who had advised against taking such a stand and those (mostly the staff and the affected member) who had been defeated by the School Committee vote. The overruling of the council by the School Committee led the council staff to feel that the organization had lost some of its potential influence in the community.

If councils are to achieve prominence in their communities, they will need to gain skill in confrontation and conciliation techniques. In many cases it will be a savvy executive director who will make this possible; in other cases it will be the joint influence of prestigious council members which will make the difference. In conclusion, most education and work councils are affected by local politics, although few actively seek politicization.

Although one of the cornerstones of the Consortium project was the development of councils which were responsive to local needs, the role of differences in local situations in determining council characteristics or activities has been small. For almost every example of a council which seems to have been affected in a particular direction by its environment, a counter example can be produced. It appears as if the freedom given to each council to create its own goals, activities, structure and leadership style has permitted a large number of options, as noted in Chapters 2 and 3. Although the local situation serves as the context for these options, it has had far less impact than the variables affecting the internal organization of the council at this stage of most councils' development.

5.0 COLLABORATION

"Collaboration" has been considered the keynote of the Work-Education Consortium project. Each education and work council was to be a model of local collaborative action. Consequently, it became part of our task to assess the degree to which councils achieved this goal, and the feasibility of future achievement. In this chapter, we discuss the different definitions of collaboration and assess council achievement of collaboration according to these different definitions. The main purpose of this chapter, however, is to offer a new understanding of the concept of collaboration.

At the beginning of this study, our efforts to measure the achievement of collaboration were thwarted by the varying definitions that council members and staff applied to the term. Moreover, these definitions often disagreed with those put forth by researchers of the subject, as well as that which we inferred from our reading of The Boundless Resource. Rather than disregard these definitions, we looked at them all. As a result of this, the nature of collaboration as a process or as a sequence of processes became clear. We recognized that collaboration simply "looks different" depending upon where the observer stands, in time and place, vis-à-vis the education and work council. The councils, looking at collaboration from ground zero--before collaboration is actually started, and while problems for collaboration still exist--have a different viewpoint from those who focus on the effects of possible collaboration. Collaboration as a process engaged in by education and work councils needs to be understood as developmental, and therefore legitimately viewed in different perspectives by the council members themselves and observers or researchers of councils.

5.1 Definitions of Collaboration

In order to assess the achievement of collaboration from each of these perspectives, it is necessary to outline the various definitions applied to the term "collaboration."

5.1.1 Research Definitions

During the 1975-76 academic year, the Office of Career Education (United States Office of Education, HEW) sponsored 27 "mini-conferences" for members of the business, labor and education communities on the subject of career education. In one of these conferences, Dr. Kenneth Hoyt, then the director of the Office of Career Education, tried to push the career education movement onto a more "collaborative" track. He explained the meaning of collaboration by first distinguishing it from cooperation as follows:

> "Collaboration is a term that implies the parties involved share responsibility and authority for basic policy decision-making...Cooperation, on the other hand, is a term that assumes two or more parties, each with separate and autonomous programs, agree to work together in making all such programs more successful. To "cooperate" with another agency or organization carries no implication that one either can or should, affect its policies or operational practices."[1]

Collaboration means that local career education activists must rid themselves of the notion that "what we do (our policies and operational practices) is none of their business,"[2] while cooperation permits this attitude.

Dr. Hoyt continued by urging his audience to recognize that "...many community resources exist NOW...it is not a matter of building yet another superstructure on the already complex system of Education." Rather it is a matter of focusing primary concern on utilizing existing resources and building new resources, of focusing around the question of "'How much help can be made available to the individual?' not around the question, 'How much credit can we get for helping?'"[3]

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[1] Kenneth Hoyt, Monographs on Career Education: Community Resources for Career Education, U.S.D.H.E.W. Office of Career Education, Office of Education, 1976, pp.1-2.

[2] Ibid. pp. 1-2.

[3] Ibid. pp. 1-2.

In short, the principle of collaboration encouraged by Dr. Hoyt emphasizes "process" over "structure." It emphasizes the collective good over individual self-interests. Finally, it emphasizes the need for change, both in career education activists' policies and practices and in their attitude about sharing responsibility for the policies and operational practices of each other's institutions. Cooperation involves no such change in attitude.

Dr. Paul Barton, a senior associate of the National Manpower Institute and former HEW senior staff member, looks at "collaboration" from a different perspective. In particular, he envisions a council (a community education and work council) as a collaborative process. He proceeds to define the structural elements of that process, without distinguishing "collaboration" from "cooperation":

> "A process of collaboration means the participation of the important institutions and sectors of the community that have the responsibility, resources and influence to deal with the whole of the transition to regular adult employment...A collaborative process is identified by
>
> > being an organized activity with an agreed-upon policy for its conduct.
> >
> > the participation of representatives of education, business, labor, parents, the voluntary and service organization sector, the public, students...or at least a sufficient number of the above to provide the expectation of significant achievement.
> >
> > an involvement in the improvement of the transition arrangements rather than the rest of the group being "advisory" to any one of the represented institutions or sectors.
> >
> > the development of, or working on the development of, an agenda of substantive actions, a prioritizing of the items on the agenda, and planning, toward actually carrying out the agenda."[4]

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[4] Paul E. Barton, "Community Councils and the Transitions Between Education and Work," Industry/Education Community Councils: NIE Papers in Education and Work: No.9, U.S.D.H.E.W., National Institute of Education, December, 1977, pp. 11-14.

These definitions complement each other, with Barton's definition helping us to visualize what a collaborative process might look like in the form of a community council. However, there is one point on which these researchers seem to disagree. Hoyt seems to feel that collaboration requires placing the collective good above individual self-interest. Barton and his colleagues argue (principally in other articles and correspondence on the subject) that collaboration must build on self-interest rather than request a sacrifice of it. While the difference as expressed here may be semantic, it does sound as if the supporters of education and work councils expect council participants to find it in their self-interests to collaborate. This expectation may be overly optimistic. It is very difficult to try and use this strategy of equating self-interest with the collective good in order to convince people to pursue the collective good, particularly when the benefits of doing so are far into the future.

The concept of "self-interest" is critical to an understanding of the collaborative process, and it was obviously at the center of NIE's interest when it posed the question "Is collaboration possible?" NIE's definition of collaboration, as offered in the Statement of Work for this study, is as follows:

> "Collaboration is a participatory decision-making process involving an organized activity in which representatives from vested interest groups within a community give up a portion of their self-interest in creating a new, overarching identity to achieve a common goal."[5]

It would appear that the collaborative process, or the 'identity' under discussion, is a community education and work council. Obviously, NIE researchers believe that in order for this council to work--to be effective in solving youth transition problems--its goals, as an institution, must stand higher on members' priority lists than their own goals or those of their institutions.

The concepts presented in each of these definitions--Hoyt's, Barton's and NIE's--will be useful in developing the theory of collaboration further. So, too, will be some discussion of how the federal intermediaries communicated the term and how the council members understood it.

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[5] NIE RFP R-78-0007, p.11.

5.1.2 Communication of the Concept by Intermediaries

Although opportunities for orientation to the concept of the council and of collaboration occurred during council start-up meetings, subsequent technical assistance visits, and conferences, it was *The Boundless Resource* which gave the councils their primary orientation to collaboration and the council concept. Councils were instructed to focus chiefly on Chapter 4, entitled "New Means". This chapter, in the section of the book that deals with youth, offers practical suggestions for council activities. It follows a chapter called "New Ways," which discusses the need for a different institutional approach to youth transition. Building upon these ideas, Chapter 4 deals with establishing such new means as a clearinghouse of work-study and cooperative education prorams, an occupational information system, a youth placement follow-up component, etc. The reduction of institutional barriers is also addressed. In general, then, Chapter 4 offers examples of activities that a council could initiate easily, as well as some that would require more substantial collaboration.

5.1.3 Familiarity With the Concept by Council Members and Staff

The main methodology for this phase of Abt Associates' study of councils and the collaborative process was to collect data regarding council structure, process and activities. However, individuals were also asked to comment directly on their perception of the council's achievement of collaboration.

In general, council staff were more comfortable than council members in discussing collaboration, and members from the public sectors (education and government) were more comfortable than those from the private sector. In at least two sites the council staff were reluctant to discuss collaboration because they felt it had been overstressed and had caused confusion and irritation among council members. Business representatives, in particular, tended to be impatient with the lack of purposeful activity on the part of their councils, and they began to equate collaboration with extensive meetings, repetitive discussions and lack of action. Listed below is a sampling of definitions of collaboration offered; it is not intended to represent the majority of views, only the variety of them:

"not having everyone give pat answers"	(council president)
"everyone's involved, no one's passive"	(business leader)
"an exchange of ideas; a cooperative effort between education and industry"	(school superintendent)
"we all give up something at some point so we can reach our common goal"	(banker)
"educators come to us"	(manager of a manufacturing plant)
"educational jargon not used in business"	(Chamber of Commerce representative)
"cooperation is two programs which support each other without either one having to give anything and collaboration is the sharing of responsibility, commitment, and authority"	(educator)

As is evident from these comments, council members saw collaboration as a joint effort toward a common goal. Some members felt it was important that members "give up" something to be truly collaborative and at least one council president implied that collaboration involved change, in attitudes and practices.

Analysis of the actions of council members suggests that most council members defined collaboration in terms of their own actions, not the actions of institutions or other individuals in the community. The community's achievement of collaboration, with the council as facilitator, was not broadly recognized by council members as part of their mandate to be "collaborative". The council members appeared to equate the existence of the council with evidence of collaboration, rather than to think of the structure they represented as facilitative of collaboration among sectors in the community.

Nor did the majority of council members see themselves as "sharing policy-making authority." Some candidly asserted their lack of intention to work toward these ends. Business representatives in particular did not see how the experience of being on the council could change the way they operate their own institutions, much less permit those outside to share in making changes. This position was almost as frequent among educators, who occasionally asserted the role of the council in influencing them to make changes, but who generally did not entertain the idea of shared policy-making authority.

Most council members, however, expressed excitement over the value provided by the mandate for collaboration. They contrasted the education and work council favorably with other community efforts and other councils, and cited examples of business representatives and school officials, or, in the case of Philadelphia, CBOs, working together for the first time.

If we accept Hoyt's distinction between collaboration and cooperation, then it is fair to say that education and work councils engage in cooperative, not collaborative activities. However, cooperation can also be construed as an initial step in the development of collaboration. Individuals or institutions are unlikely to rush into sharing policy-making authority without ever having talked to each other, not to mention developing respect for each other's goals, trust in each other's judgments, and joint participation in activities. The education and work councils did allow this to happen.

5.2 Implementation of the Collaborative Process by Education and Work Councils

Another way to investigate the implementation of the collaborative process in the formation of the council is to assess it according to the four features described in Barton's definition. Most councils partially met at least three of the four criteria established by Barton. At the time of our visit, most councils represented an "organized activity with an agreed-upon policy for its conduct." All but one council was meeting regularly, and all had established structures (council president, executive committee, and task groups) within which to operate. Councils also achieved the active participation of education and business, although attempts to involve labor, parents, and youth were less successful. Councils were also independent rather than "advisory" to any of the sectors or institutions involved, even though one or two parent organizations were sufficiently dominant to influence a large part of the council's operations. On the fourth criterion, "the development of...an agenda of substantive actions, a prioritizating of the items...and a planning toward actually carrying out the agenda", the councils had more difficulty. Many councils attempted to create goals and activities designed to meet those goals, and most of these committed their thinking to paper. However, little prioritizing was done, and there was little evidence of concrete objectives or strategic thinking in most of the councils' plans. Most noticeable was a lack of long-term planning. The leadership of a few councils were aware of these omissions; some argued that the decision to avoid prioritization, specification of concrete objectives and time frames for achievement was purposeful. No doubt funding uncertainty also contributed to the ambivalence of council planning efforts. Nonetheless, council leadership and membership, and perhaps the federal intermediaries as well, need to recognize the inconsistency between the councils' planning process and the accepted tenets of a collaborative process, particularly as this inconsistency can affect future operations.

The NIE definition of collaboration focuses on the notion of self-interest, which is introduced in the earlier definitions. Each of the definitions of collaboration implicitly assumes that self-interests will be recognized. On community education and work councils, they would be recognized by the members and staff of those councils. Our study, however, found that many council members participated as volunteers on councils, without any real awareness of the self-interests involved. This style of participation hindered the process of collaboration (according to every definition) in a few councils.

The statement of work for this evaluation asked, "Is collaboration possible?" The answer is that the collaborative process can be construed as being several processes, or as working on many levels simultaneously.

The process has begun, on at least one level, in the communities served by education and work councils. For the collaboration envisioned in The Boundless Resource and by researchers to be achieved, however, more time, a greater understanding of the concept, and a willingness to entertain radical departures from normal inter-institutional and inter-sectoral ways of relating is needed--both by council members as council members and by council members as representatives of community institutions.

To assist councils in assessing the degree to which they have engaged a local collaborative process, we proceed to describe three dimensions of collaboration. This discussion is followed by a more detailed description of one of these dimensions of collaboration, to further illustrate how councils can measure their progress along this dimension. Hopefully, what will emerge is a new understanding of the meaning of "collaboration".

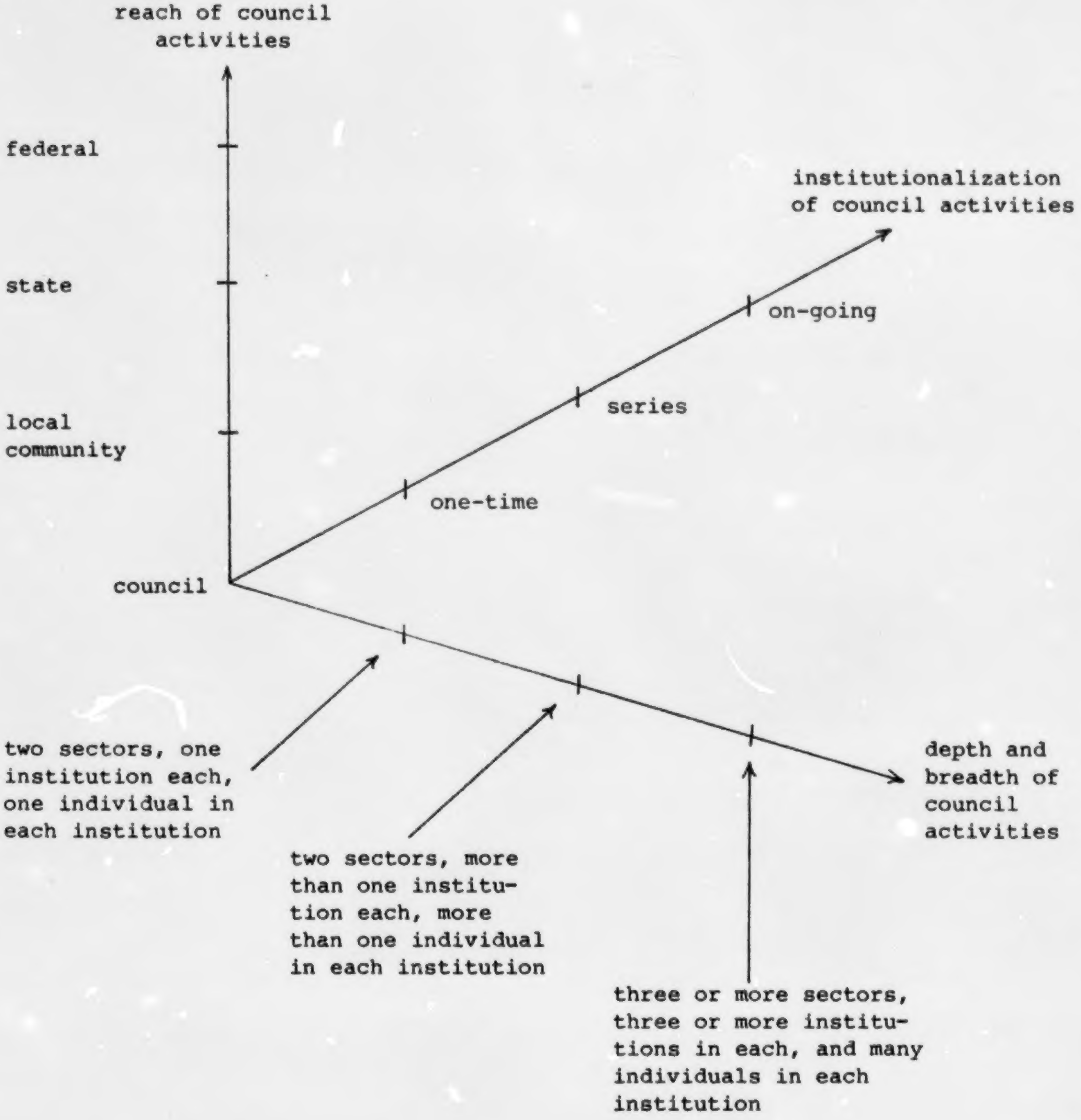
5.2.1 Dimensions of Collaboration

Collaboration of the sort envisioned in The Boundless Resource would seem to be measurable along three dimensions, as illustrated in Figure 5-1. If the council is viewed as the catalyst for the collaborative process, the reach of council activities might define one dimension of collaborative achievement. Council activities may involve only council leaders, or they may involve the entire membership. Beyond council members, other individuals may be involved in council activities at the local level, and beyond that, collaboration could be sought with actors at the state and even federal levels. Indeed, the staff of at least one council perceived collaboration as embodying the ability to affect local, state or federal policy on issues related to youth transition, although most councils, as previously noted, did not seek to collaborate with or influence agencies or individuals outside their particular communities.

Institutionalization of council activities is a second dimension of collaboration. Council activities may occur once, such as in the compilation of a directory; they may occur in series, such as when each week the local newspaper spotlights the career of a different council member; or they may become institutionalized, such as when the maintenance of a career resource center becomes an on-going function of the council. The education and work

FIGURE 5-1

Dimensions of Collaboration


reach of council activities
federal
state
local community
council
institutionalization of council activities
on-going
series
one-time
depth and breadth of council activities
two sectors, one institution each, one individual in each institution
two sectors, more than one institution each, more than one individual in each institution
three or more sectors, three or more institutions in each, and many individuals in each institution

councils in the Consortium project were encouraged to institutionalize themselves. Councils, in turn, attempted to become incorporated,.to break away from parent bodies, and to gain sufficient funding to enable their staffs to continue carrying out council activities. Recently, a national organization was formed to further the goals of existing and future education and work councils. Along this dimension, therefore, education and work councils have been fairly successful, although a major test will come as they begin their fourth year of operations and first year without any Department of Labor Consortium project funds.

A third dimension of collaboration is the breadth and depth of council activities at the community level. A council may work closely with two sectors, but this may mean only that it works with one local high school, one employer and one individual (usually the council member) in each of these institutions. Councils that are broader in scope might work actively with at least one sector other than education and business, for example, the government of labor sectors. Councils add depth, moreover, by working with multiple institutions within a sector, or multiple individuals within an institution. Indeed, as will be examined more closely in the next section, collaboration between institutions within a sector, and between individuals within an institution, may be two of the most difficult types of collaboration for councils to facilitate.

We assert that councils must work along each of these three.dimensions in order to have a lasting effect on the local youth transition problem, and that they must visualize each of these dimensions as mutually reinforcing. For example, the goal of institutionalization can be aided by increased breadth and depth of involvement in council activities. If councils establish a large, broad constituency, their chances of locating funding or other sources of support to maintain their existence will be improved. Greater support,.in turn, enables the councils to undertake new activities with larger numbers of local actors, and potentially, to be a vehicle for extending their reach--perhaps effecting change at a state or national level.

Progress along each dimension of collaboration will also increase the potential for long-term impact on youth. The institutionalization of a local voice speaking on behalf of local youth guarantees continuous attention to youth transition issues and the institutionalization of activities guarantees that their impacts will continue to be felt. The increased breadth and depth of local involvement maximizes awareness of the issue and the potential human resources available to attack the problem. Reaching beyond the local level can extend the benefits of the council's activity to other communities, and can help maintain interest at other levels of government which are parts of the problem and the solution.

5.2.2 The Breadth and Depth of Council Activities

Increasing the breadth and depth of council activities is the key challenge facing councils at this stage of their development. In order to assist councils in better understanding this challenge, we have identified four different components to council progress along this dimension. These components are described below and illustrated by the current activities of education and work councils. The word "cooperation" is used, because it in fact describes current council progress. However, the possibilities for collaboration (according to Hoyt this would involve shared responsibility and authority for basic policy decision-making) in each type of interaction should be borne in mind.

The education and work councils engage in four types of cooperation. The most common is cooperation *between the council and other organizations*. Every time a council is given office space by an organization or a guidance counselor is given time off to make a presentation at a council meeting, cooperation between the council and an organization takes place. Another common form of cooperation is *between council members*. In cases where members work together on a council committee, they cooperate. When they agree on an activity to be pursued by the council, such as the compilation of a resource directory, they cooperate. A less common form of cooperation is *between institutions represented on the council*. When a business person on the council agrees to take on two high school seniors for one day each in a shadow day program, the business and the school cooperate. In addition to the cooperation between council members that is involved, each institution is required to participate in the decision to conduct the activity. This mode of institutional cooperation, with a business or employer granting a favor to the schools, is the most common form of inter-institutional cooperation. Curiously, the least common form of cooperation engaged in is *between institutions in the same sector* or within institutions. In some cases the superintendent allows members of the guidance department to attend a Career Guidance Institute. In other cases, two business leaders may appear together at a seminar for youth on job seeking skills. In general, however, it appears more likely that a school will have established cooperative relationships with a particular employer or employers than it is for groups of employers to have cooperative relationships with each other (other than for fund-raising) or for high schools to have cooperative arrangements with each other.

Cooperation Between the Council and Other Organizations

One of the most common forms of cooperation between the council and other organizations was in the all-important funding area. The largest non-Consortium source of funding is CETA, and the most frequent use of CETA is to support one or more council staff through Public Service Employment slots.

In addition to receiving funds, councils also donate funds from their budgets to other organizations. This method of supporting youth transition programs was chosen by two councils. The St. Albans council gave $2,000 to a nearby high school to purchase and install career education software for their computerized Occupational Information System. The Mesa Council contributed $3,650 to the schools to employ a teacher during the summer to set up a "Jobs for Youth" program. (In neither case did the council become substantively involved in the activity beyond the donation of funds.)

Other forms of cooperation between the council and other organizations include cases where a council activity involves an organization or affects that organization. In Bayamon, for example, the council set up a Career Information Center at the Interamerican University for use by its students.

The Worcester council established a clearinghouse of field experience opportunities available to teachers, counselors and students. Almost every council conducts one or more activities of this type, where the council as an organization performs a service for the members of another organization.

The final method of council cooperation with other organizations is through brokering. This form of activity consists of the council as an organization working with two or more other organizations for their mutual benefit. The Worcester council arranged for some business representatives to meet with members of a local school department, and together they developed a career education curriculum. The Sioux Falls council arranged for a shadow day for a small rural high school by putting the superintendent and guidance counselor in touch with the local NAB director, who agreed to recruit businesses to participate.

Cooperation Between Council Members

This category of cooperation covers situations in which two or more council members, as individuals, cooperate to accomplish something which benefits one, both, or the goal of youth transition. This form of cooperation was most frequently evidenced in council members' working together on task forces or committees, but it was also evidenced in other ways.

In Santa Barbara, key council members from business and education appeared before the school board to ask it not to cut the budget item which provided career technicians in the schools. Philadelphia council members have used each other as resource persons when questions have come up in their own institutions. In Worcester and in Bridgeport, when one member's job was in jeopardy, the other council members went on record in support of that individual.

On another level, cooperation between council members was constantly emerging simply from their interactions at council meetings. At each site, council members commented positively on their experiences in talking with fellow members. A frequent finding was that members of other sectors had problems that were not too different from their own. Superintendents of schools and executive officers in industry shared in their frustrations in dealing with employee unions. Business representatives began to appreciate the schools' difficulties in trying to educate certain segments of the youth population. In several cases, council members asserted that they could now call certain individuals on the phone to get help with something when they could not do so before.

Cooperation Between Institutions Represented by Different Council Members

The next level of cooperation goes beyond the members themselves to include the institutions they represent. Achievement of this level of cooperation is an indication that organizations in the community are being influenced by the council's existence.

Some councils have begun to influence cooperation between members' institutions. In Bayamon, for example, curriculum designers at the Interamerican University together with some business representatives on the council and worked out a number of changes in the university courses in order for them to be more relevant to the job market. A course in labor movement history was introduced into the Livonia Public Schools through discussions between the UAW representative and the school representative at council meetings. Fostering such cooperation between member institutions is the main activity of the Philadelphia council. They brought community-based organizations (CBOs) together with the CETA prime sponsor so that it could brief the CBOs on the procedures for applying for funding under the Youth Employment and Demonstration Projects Act (YEDPA).

Business' involvement with other institutions was restricted to assisting those institutions in making youth more acceptable and successful in the job market. Businesses opened their plants to classes on tours; they visited classrooms to teach students how to fill out job applications; and they provided counselors for a special job preparation program. No individual interviewed mentioned an incident in which a member representing business asked for or received any assistance for his or her company from council members or their institutions, however.

Cooperation Within Sectors

The least common area of cooperation engaged by the councils was cooperation within sectors. Secondary and higher education had little interaction; likewise for large and small businesses. Community-based organizations competed with each other for scarce federal program dollars.

In recognition of these barriers, some councils used their resources and membership to reduce the distance between institutions in the same sector; others facilitate intra-sectoral cooperation on behalf of youth in other, more subtle ways. In a story recounted by a Santa Barbara council member, a businessman was complaining about the low level of skills he found in the employees he hired just out of high school, which prompted another businessman on the council to remark, "You might get better workers if you didn't pay so little."

Business was active in intra-sectoral activities for raising funds. In Worcester a chief executive officer directed a campaign for fund raising from among member and non-member businesses. An example of intra-sectoral cooperation in government was the Philadelphia council-sponsored luncheon meeting of a representative of the city's youth agency with a Department of Commerce official, which resulted in implementation of a new youth employment program. In an example of intra-sectoral cooperation in education, the Michigan Occupational Information System was implemented in western Wayne County through the cooperation of a consortium of public schools, post-secondary institutions and CETA.

Conclusion

The types of cooperation described above primarily involve activities and partly attitude change. The pattern of sponsoring activities as one-time events limits the potential breadth and depth of collaboration. What would be different, and what no council at this stage of development has yet chosen to do, is to forge some on-going alliances across sectors so that cross-sectoral activities might become commonplace, and that the changed attitudes of the council members might permeate their institutions. Although this repetitive approach would still not be collaborative in the Hoyt sense, it would imply that closer involvement between the institutions is acceptable to each as a mode of operation. Only then would the breadth and depth of collaboration be enhanced.

6.0 KEY ISSUES IN THE DEVELOPMENT OF EDUCATION AND WORK COUNCILS: SUMMARY OF FINDINGS AND RECOMMENDATIONS

6.1 Council Activities Need to be Better Integrated with Planning and Implementing Specific Changes Designed to Improve Youth Transition to the Workplace

Council activities, the collaborative process and the very existence of councils themselves are to be judged in the final analysis on the basis of the impact they have on youth transition to the workplace. Presumably, a council can help bring about changes in the knowledge, attitudes, and behavior of individuals, groups and institutions in a particular community, and in so doing, help them to improve youth's transition.

Although considerable variety existed in the mix of council activities chosen by individual councils, one similarity can be discerned. Virtually all council activities were short-term in nature and demanded modest investment of time and commitment from members and their organizations. It is understandable that a focus on single, short-term activities would initially capture the councils' attention. Because they involve no major shift in resources, these activities are not controversial. They are easy to rally around and represent a way to get people collaborating on something concrete. They can be initiated quickly and do not require a great deal of organizational agreement to execute. Such activities can serve as a starting point for developing the comprehensive process of planning and implementing impact related changes, as even minor activities cause some changes in personnel responsibilities, resource allocation and communication patterns. If repeated often enough, these activities can eventually become incorporated into the regular rhythm of an institution.

Through this process, what has initially been introduced as an activity can evolve into change within an institution. For this to happen, councils must begin to put more energy into defining, planning and working towards such specific impact related changes.

Likewise, collaboration must be seen as a process which develops on several levels, and which is both an input to and an outcome of the council's activities in the community. Collaboration, no matter what its aim, cannot take place in a vacuum. Frustration and member turnover will result unless council members feel they are collaborating towards something meaningful and that collaboration is part of a process which will have eventual impact on youth. Confining collaboration to a single sector for a given activity of limited duration limits the potential level of that collaboration. Instead, on-going alliances across sectors need to be developed, so that cross-sector activities become commonplace. If a council fails to address an aspect of the planning and execution process, such as the institutionalization of activities, or neglects to develop a part of its overall system, such as facilitating collaboration not just among its members but also among institutions represented by its members, then all other aspects of the process or system will be affected, and the council as a whole will be less effective.

6.2 Members Need to Perceive and Act in Their Council Roles As Institutional Representatives as well as Individuals Rather Than as Individuals Only, if Changes in Institutions are to Occur

One of the primary purposes of an education and work council is to be a mechanism for influencing groups and institutions to change in ways which will enhance the prospects for improved youth transition. Such group and institutional changes are essential if any serious and lasting impacts on youth are to be achieved.

Social change efforts such as those represented by the education and work councils must strike a balance in their emphasis on the role of individuals as compared to the role of group and institutional relationships. Unless a council makes successful efforts to anchor its changes solidly in local group and institutional life, the council cannot hope to affect more than a handful of young people. In addition, for impacts on youth to endure, supportive elements for those changes must find their way into the groups and organizations that serve or associate with youth.

A council can seek to effect group and institutional changes through direct action, such as donating funds for a specific youth transition program or confronting local government on a budgetary issue, or through indirect activities such as building community awareness about youth transition problems. However, a basic and straightforward method, which should not be overlooked, is to influence these community groups and institutions through their representatives who are council members. Unfortunately, most members presently define their council roles not as institutional representatives but as individuals in a volunteer organization. Moreover, many members lack the power to commit their institution's resources to council goals. And lastly, some individuals (such as chief executive officers) who do possess the power to change the way their institutions operate, still place the burden of responsibility for change on other institutions in the community. Each of these conditions, which undermines the reasons for the council members' selection (to gain representation of a particular sector or institution on the council), needs to change at some stage of a council's development if the council is to become a positive force for improving youth transition in the community.

6.3 The Effectiveness of Council Leadership Needs to be Recognized as a Critical Factor in Determining How Successfully a Particular Council Develops

The development of leadership is recognized as an issue but needs to be better defined and understood by councils. Members are not clear about what constitutes effective leadership in the council situation and how this leadership emerges. The development of effective leadership is essential for handling goal conflict and achieving goal consensus, achieving member involvement, helping to define member's roles as institutional representatives, successfully coordinating council activities with impact related changes and successfully developing new leadership.

Leadership in a council need not rest with one person, and such a model may in fact be a liability once the council gets underway. Councils which freely admit new members and tap new leadership sources from within but retain the interest of early leaders are most likely to function successfully.

Continued involvement of early leaders is important, so long as new leaders are admitted to supplement the base of support. Leaders should be chosen with maximum membership involvement.

Council leadership must understand how people from radically different perspectives (from business and from education, for example) think and operate. The leadership must combine backgrounds and orientations in these different areas, and be able to work in a collaborative style with different sectors. Among the education and work councils visited, this facilitative skill and ability in interpersonal communication were the traits most valued in executive directors, and also the ones most commonly found to be lacking.

6.3.1 The Relationship of Staff to Council Members

The relationship between council staff and members is a critical determinant of effective council leadership, and therefore, early council development. Members hold what might be called "line" positions in the council's organization, each representing different sectors or interests. The staff should serve and advise these line positions, and play a facilitative and coordinative role between council members. Decision making for policy and objective setting should rest with the council membership. The staff should provide operational assistance. In other words, leadership must be grounded in the membership and flow to the staff, not the other way around. A task of many councils at this time should be to assess critically the respective roles and relationships between staff and council members.

It is understandable that in many councils staff currently perform leadership functions which would better lie with the membership. In a number of cases, a staff person wrote the initial council proposal and organized the membership, or was hired by one or two people in the intermediary who had little subsequent involvement with the council. Such a procedure was useful to get the councils started. However, councils must evolve beyond this initial definition of their leadership and seek to develop new leadership resources. This will become especially important as councils move into new stages of development that demand new skills, approaches, and more concrete planning for change and impact.

6.3.2 The Role of the Parent Organization

Although parent organizations affect the development of councils in several ways, the most critical area of potential impact is when the parent attempts to exercise leadership over the council. Education and work council memberships were cautioned, both in The Boundless Resource and by NMI and other intermediary staff, to develop independently of parent organizations. This was seen as a development goal in consonance with the goal of engaging a collaborative process that avoids dominance by any one organization. In turn, most councils have operated independently of parent organizations.

Where parent organization relationships do exist, their effect on improved youth transition can be positive or negative. The effect of affiliation with a parent on the council's ability to bring different institutions together to agree upon needed actions and possible changes within institutions has often been negative. Unless the parent already has a point of view and an operation that is clearly collaborative in all aspects, or widely respected, the prospects for an education and work council to attain these attributes are substantially reduced. The effect of a parent organization that has these attributes is, conversely, positive.

6.3.3 Federal-Local Tension

As the role of the parent organization can affect council leadership, other organizations whose role may become confused with that of a parent organization can also affect council leadership, and hence, early development. In the Work-Education Consortium project, three federal intermediaries contributed varying levels of support to councils, but their involvement in the project also created confusion among the intermediaries and between the intermediaries and the councils they sponsored.

The Consortium project is part of a recent trend in federal programming which dictates that local needs are paramount and they, rather than needs defined by a distant federal bureaucrat, must determine local programs and activities. The use of intermediaries was a method by which the federal government could assist councils without appearing to intervene in their operations. Indeed, while the support given by intermediaries was generally well-received, their most valuable contribution was the local mantle they conferred upon education and work councils. Had the federal government been directly involved in council activities, it is probable that several council members, particularly private sector representatives, would not have joined the councils or maintained their involvement to the extent that they did.

On the other hand, the involvement of three federal intermediaries also caused confusion among the intermediaries and between the intermediaries and the councils they sponsored. The extent of NMI's responsibility for providing technical assistance and information exchange to NAB, AACJC and the councils sponsored by NAB and AACJC organizations was never clear. Moreover, while most councils understood their "mandate" to be "local" (despite the irony that implies) and were able to internalize that understanding and proceed with local operations, the leadership of a minority of councils were torn between their federal and local clients. The development of at least one council that we visited suffered because it was unable to choose a primary client.

Establishing a project to demonstrate local initiative should not relieve the federal government of its responsibility to specify, monitor and clarify if necessary, the roles and responsibilities of federal intermediaries. Indeed, the inherent contradiction between the Consortium project's federal origins and its avowed demonstration of local initiative underscores the need for greater discussion and better clarification of the role of the intermediary agent of the federal government among all parties concerned. Open-ended projects such as this one, with no federal design, can be frustrating to local councils and federal intermediaries alike unless a clear set of roles, responsibilities and expectations is specified and adhered to in practice.

6.3.4 Developing A Sense of Mission

With the exception of a few councils, council members have not yet developed a sense of mission or urgency as a group. Without such a sense of mission, it is very difficult for a council to define its objectives and significantly address the problem of youth transition. In contrast to a traditional volunteer organization which relies primarily upon collaboration and education to achieve its goals, a council with a well-developed sense of mission, for example, is more apt to use confrontation and conciliation techniques to affect its environment and accomplish its ends.

Members must feel they have the power to choose leadership, define goals and objectives, procure funds, and realign and expand membership if they are to develop such cohesion. Councils have presently been restricted in a number of these areas. If an executive director is selected before the council members, for example, the council loses its first critical opportunity to face up to a major collaborative decision. A first chance for members to reveal their biases and agendas on the table is missed, with the result that those agendas can become hidden and inhibit council development.

The processes of choosing leadership, of hammering out goals and measurable objectives, and of realigning and expanding membership can be trying, but they are major ways for councils to get their members involved and to establish a sense of mission.

6.4 Councils Need to Reassess All Aspects of Their Operations Periodically In Order to Determine if Goals Are Being Met

Underlying the progress that many councils have made in getting formed and conducting joint activities among members or their institutions has been a high degree of optimism and confidence that collaboration, and ultimately improved youth transition, can be achieved. This spirit was evident in virtually all of the councils we visited, and it has been evident in our communications with other councils in the Consortium project as well. Indeed, it can be said that the degree of optimism apparent in education and work councils sets them apart from many other federal initiatives which are undertaken with far less enthusiasm.

Without trying to dampen this enthusiasm, we would urge councils to undertake self-assessment more frequently and more critically, particularly now that most have passed the first stages of development. Early assessments of the AACJC-sponsored councils and of the Sioux Falls council helped the development of those councils. Moreover, such assessments do not have to be formal or written in order to be useful; councils such as Worcester have benefited from the informal scrutiny and concern paid to its progress by its leaders.

The features of council operations that require periodic reassessment have been mentioned throughout this report, and they include primarily goals, activities and membership and leadership structures. Regarding goals, the questions councils need to ask themselves periodically include:

- Are the goals to which the council addresses its effort relevant?
- Should target groups be changed or further specified, and should the service area remain the same?
- Are the youth that need transition help most getting that help?
- Are objectives specified in order to facilitate the measurement of goal achievement?

Regarding council activities:

- Are activities designed to meet goals and objectives?
- Is there a clear rationale, plan or strategy to these activities, or do they appear to be independent, isolated efforts not clearly linked to goals or objectives?
- What changes might be necessary in the mix of activities undertaken, in their participants and in their recipients?
- In fulfilling goals and objectives, do activities duplicate those already performed in the community? If so, is there agreement that more than one provider is necessary?

Regarding membership and leadership structures:

- Are there any sectors or significant groups, like youth, labor or parents, who are not represented on the council or whose representation is insufficient compared to other groups?

- Is the membership broad and deep enough, or are the membership structures flexible enough to allow the participation of multiple institutions within a sector and of decision-makers and decision implementors in an institution?
- Does the membership or leadership structure permit the development of new leadership resources?
- Are the staff cognizant of their facilitative role to the membership in council decision-making?
- Do leaders have the key attribute required of leaders of education and work councils, namely the ability to work in a collaborative style with a variety of sectors and individuals?

In our opinion, these are the key questions that councils need to consider as they move into the next phase of their development.

6.5 Conclusion

In conclusion, councils must be looked at in a context of diversity. Each one developed differently for many reasons. Some overall recommendations can be made to education and work councils for the future, but if the future is like the past, each council needs to proceed in the context of its own particular situation. Education and work councils have made tangible accomplishments thus far. Each site formed an education and work council which carried out activities and became a forum for exchange of views. Almost every site was able to get further funding from non-Consortium sources. The question that remains is whether the council members are engaging in activities of limited consequence which will not produce true institutional collaboration, or whether council evolution must proceed as it has, with the scope of council activities expanding as time goes on and as the process becomes more comfortable for council members and the institutions they seek to affect, until such time as institutional collaboration can be demonstrated.

APPENDIX A

DEFINITIONS OF COUNCIL ACTIVITIES FOR SECTION 3.2

1. RESEARCH

- Needs Assessment: Surveys conducted for purposes of determining the perceived needs of the community relative to the youth-to-work transition.

- Occupational Outlook Research: Studies focusing on the status of an area's education, training and employment.

- Other (specify):

2. PUBLIC AWARENESS

- Community Visitation Days: Local community members visit classrooms and exchange information with teachers and administrators regarding the infusion of career-related concepts into the curriculum.

- Public Relations: Progress of education to work linkage is reported on a regular basis through active use of news media.

- Community Forums: Pertinent education-to-work issues are discussed in public forums.

- Audio-Visual Presentation: Print and nonprint media are utilized in project presentation.

- Newsletter: Periodic publications are produced which serve as a source of news and program information.

- Other (specify):

3. STUDENT DEVELOPMENT

- Career Speakers: Individual representatives of various occupations both employers and employees, come to a school and talk to small groups of students about their work.

- Career Day: Representatives from diverse occupations come to a school-sponsored program to present information about the occupation outlook in their field and the prerequisite training and qualifications.

- Site Visit: A group of students visit a workplace for an on-site presentation of occupational information and a chance to see and interact with people at work.

- Shadow Day: An individual student is paired with a worker for a day, or part of a day, to gain first hand experience in a particular occupation.

- Internship: A student works, without pay, on certain aspects of a job at regular intervals (weekly, twice a week) in order to gain hands-on exploratory experience in a particular occupation.

- Work-Study: A student is released early from school and works at a part-time, entry level job.

- Alternative Semester: A student or group of students engage in a series of career-related activities instead of attending regular subject matter classes.

- Career Resource Center: Students and teachers use print, audio-visual material and career counseling staff to get information about careers, career values and career decision-making.

- Student-Operated Business: A group of students, under the supervision of a teacher, create and operate their own business: a school store, a garden or greenhouse, a welding shop, a construction company, a neighborhood rehabilitation service, etc.

- Contract Apprenticeship: Businesses provide structural learning experience for students, under contract with the local school department or work-education linkage.

- Community-Resource Bank: Businessmen, educators and others volunteer their time to talk individually or in small groups with interested students outside the school setting.

- Other: (specify)

4. STAFF DEVELOPMENT

- In-Service Workshops: Groups of teachers and counselors, often with the assistance of outside facilities, meet after school or during the summer months for information sharing, skills training, program planning or evaluation, curriculum development, etc.

- Curriculum "Infusion": Elementary and secondary teachers modify their regular subject matter to include a number of career-related topics to emphasize career implications of the subject area, good work habits and the career development process.

- Career Guidance Institute: The guidance department or other school staff are provided with resources for assisting students to clarify career values and strengthen career decision-making skills. The format is structured and encourages site visitations and community interactions on realistic career-related options for students. The National Alliance of Business often sponsors these Institutes.

- Teacher/Host Administration Site Visits: Local Business and industries visits by a group of teachers or administrators to their work-places, including a plant tour and a seminar on skill, knowledge and concept requirements for various levels of employment in the field.

- Community Resource Directory: A list of employers and others willing to cooperate with schools in career education efforts is compiled; this list is distributed to teachers and counselors for their use.

- Other: (specify)

5. ADMINISTRATIVE/POLICY CONCERNS

- Inter-District/State Collaboration: Schools collaborate on in-service training, work-experience placement and supervision, skills training, etc.

- Coordination of School and Non-School Programs: Contracts are made with non-profit youth action agencies such as scouts, 4-H, junior achievement, which provides career-type programs (experimental, character building, decision-making, and skill training components).

- Establishment of School-Business Partnerships: A school is paired with one or more local businesses for enrichment of students' experiences.

- Counteracting Race and Sex Role Stereotyping: Activities are planned which will expand the choice for students regardless of race or sex by increasing awareness of stereotyped attitudes.

- Servicing Special Needs Population: Activities are planned to provide career/occupational experiences for students with special needs.

- Credentialing, Licensing and Certification Procedures: Alternate or additional approaches are offered for improving the licensing function.

- Statutory Restrictions: Steps are taken to address the affect of laws, practices and customs that constrain or otherwise influence young people's movements between education and work. Such restrictions can include minimum wage regulations, child labor laws, compulsory school attendance statutes and insurance liabilities.

- Other: (specify)

6. IN-HOUSE COUNCIL ACTIVITIES